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ABSTRACT

The result of a "Futures" planning project undertaken by the Board of Governors of the California Community Colleges (BGCCC), this report presents discussions of important future trends and their implications for California's community colleges; the community college capability to meet changing educational needs; and possible policy implications and future options. Following introductory material on the Board's planning and future-study project, section I describes the role of planning in the Board's basic agenda for 1984. Sections II through IV contain texts from presentations at the March 1984 Board meeting. Harold Hodgkinson's analysis of important national demographic and socioeconomic trends is followed by an overview of the California situation by Bob Arnold and a discussion of the way local colleges examine such trends and their implications for planning by Bob DeHart. Section V reviews the April Board meeting, where Nancy Conrath and Tom Stevens from the Los Angeles Community College District discussed factors that are important to the planning of a large, urban multi-college district. Appendices include an overview of types of futurists and their methods, background papers on demographics, charts for discussion on strategic planning, and a background paper on planning and future-study prepared for the BGCCC. (Author/LAL)

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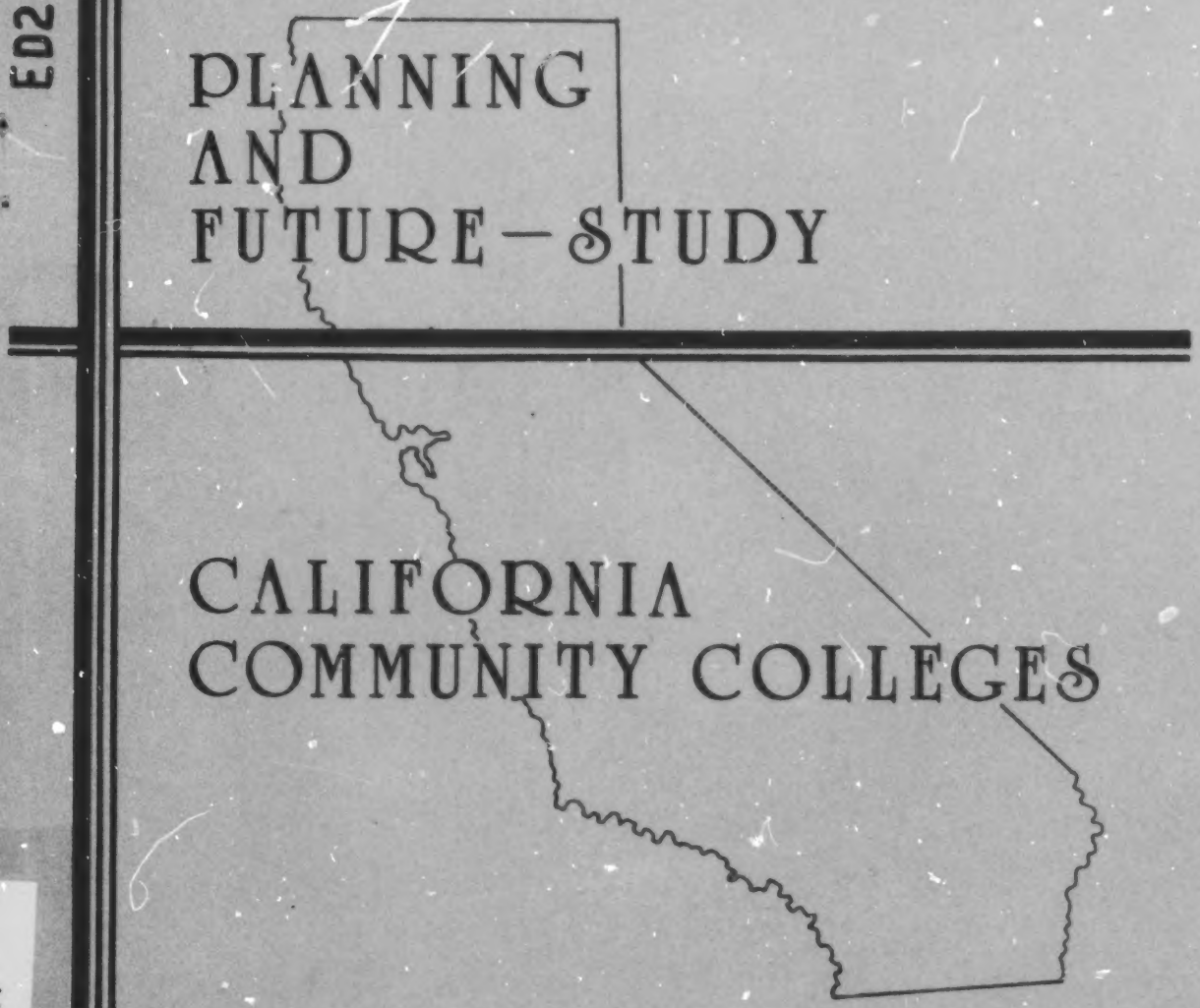
PLANNING AND FUTURE-STUDY

CALIFORNIA COMMUNITY COLLEGES



BOARD OF GOVERNORS
CHANCELLOR'S OFFICE

1984
BACKGROUND DISCUSSIONS
NOVEMBER 1984

PLANNING AND FUTURE-STUDY

BOARD OF GOVERNORS' 1984 BACKGROUND DISCUSSIONS

CALIFORNIA COMMUNITY COLLEGES

CHANCELLOR'S OFFICE

NOVEMBER 1984

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PLANNING AND FUTURE-STUDY
BOARD OF GOVERNORS' DISCUSSION
1984

PREFACE

Peter Drucker is quoted as saying that it isn't enough "...to do things right," we must find "...the right things to do." Determining the right things to do is a challenge that confronts both the Board of Governors and local trustee boards as they make policy about the educational programs and services appropriate to a diverse set of constituencies and communities in California.

Society and the society's educational needs are changing rapidly. We need to review not only our capabilities, including our particular strengths and weaknesses, but also to anticipate what changes in postsecondary education will be required by and of our citizens in the future.

With this in mind, the Board of Governors of the California Community Colleges has embarked on a "Futures" planning project that began with our adoption of a statement of statewide mission. By continuing to work cooperatively with local community college districts we now hope to gain the best possible perspective on at least some of "right things to do" in community college education throughout California.

This report recounts our beginning discussions of society's educational needs and trends important to community colleges.

Highlighting our first discussion in March 1984 was a look at the nation's and California's important demographic and socioeconomic trends and how community colleges can deal with these trends through strategic planning. We also discussed events leading to this project, why planning is important, and how planning may be conducted.

At our April meeting, representatives of the Los Angeles Community College District discussed factors that are important to the planning of a large, urban, multi-college district where the wide diversity of student needs leads to very complex program and resource allocation decisions. In October, we heard a report from staff on the status of work by our planning committee and on proposed next steps in this project.

Our next effort will be to assess important trends which may affect the educational needs of Californians. We will attempt to give you some historical perspective with respect to those trends. At the same time, we will assess the potential capability of our colleges statewide to meet the needs. Following that we will identify problems and major policy implications.

We want to make all of this material available for community college assessment and planning. Obviously, those of you at the district level have the primary responsibility for meeting the needs of your communities. We at the state level have responsibility to address the needs of citizens throughout California.

We look forward to working with all of you who have an interest in community college planning and ask you to address any particular questions or concerns you may have on this project to Chuck McIntyre, Director of Analytical Studies

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in the Community College Chancellor's Office (916) 324-2366.

George Kieffer
President, Board of Governors

Sacramento
November 1984

INTRODUCTION

The following is a report on the beginning Board of Governors' discussion of planning and future-study. A framework for this work was presented to the Board by Chancellor Gerald Hayward in December 1983. In his report, Chancellor Hayward described to the Board the relationships among the Board's mission statement, comprehensive planning, and the evaluation and planning project jointly sponsored by the Board and the Accrediting Commission with support from the Federal Fund for Improvement of Postsecondary Education (FIPSE).

The Board adopted its statement on statewide mission in December 1983. In explaining the statement's use Chancellor Hayward outlined a series of steps the Board could take to accomplish its interests in planning. The Board took the first of these steps when it adopted a set of priorities for 1984 at its January meeting. The second step was taken at the March 1984 meeting where the Board discussed project objectives and heard presentations on trends and planning.

The March 1984 discussion initiated a several month effort in which the Board plans is addressing:

- important future trends and their implications for California community colleges
- the community college capability to meet changing educational needs
- possible policy implications and future options

Work is focused on developing a "conscious overall direction" which can be used for making both near- and long-term decisions about community colleges in California.

Sections I through IV of this report recount the March Board discussion. Highlighting this initial work in the Educational Policy Committee, chaired by Agnes Robinson, were presentations by Harold Hodgkinson, Senior Fellow at the Institute of Educational Leadership; Bob Arnold, Director of the Center for the Continuing Study of the California Economy; and Bob DeHart, President of DeAnza College. Hodgkinson discussed the nation's important demographic and socioeconomic trends. Arnold followed with a discussion of the California situation and Bob DeHart reviewed the way local colleges examine such trends and their implications for planning.

Section V reviews the April Board meeting, where Nancy Conrath and Tom Stevens, from the Los Angeles Commnity College District, discussed factors that are important to the planning of a large, urban, multi-college district where the wide diversity of student needs leads to very complex program and resource allocation decisions. Board staff also outlined proposed next steps for this project.

In October, the Board heard from staff on the project's progress, including work by a planning committee to assess important trends, their implications for community colleges, and possible future policy directions for Board review and discussion.

These reports and discussions are presented below, followed by an appendix, prepared for the Board's March meeting, on the need for planning and future study and the ways such work may be accomplished. Other appendices contain charts and supporting materials for the presentations by Hodgkinson and DeHart

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along with the October progress report on the project which contains a brief discussion of significant trends in students, programs, and staff in community colleges.

I. BOARD PLANNING AGENDA

CHUCK McINTYRE (Director of Analytical Studies, State Chancellor's Office): This work began last December (1983) when the Board adopted a Statement of Statewide Mission for California community colleges. At that time, Board members raised questions about the use of the statement, the need for more vision, and about how the Board could carry out its leadership role.

The Board followed their action on the Mission Statement by adopting, in January 1984, a set of priorities or "Basic Agenda" for 1984. Work on these priorities is underway, emphasizing transfer and occupational education.

The current effort, essentially strategic planning, addresses the Board's concerns about leadership and adds a longer-term dimension to its activities. This work is expected to take several meetings. The Board's agenda item (see Appendix A) contains background on events leading to this work, why planning is important, and how planning may be conducted.

Cooperative Planning

Our experience in the FIPSE project indicates a need to coordinate "top-down" with "bottom-up" planning. That is, insights and policies emanating from colleges and districts need to be communicated in a bottom-up fashion to the state Board of Governors. At the same time, the state Board needs to determine a statewide interest or direction by analyzing major changes in the need for community college education and communicate that direction in a top-down fashion to local districts. The result should be a cooperative state-local dialogue in which the rich diversity of educational needs that exist throughout California form a major basis for state policy formulation.

Bottom-Up Communication

The FIPSE project and the Board's work on "comprehensive planning" are designed to improve the bottom-up aspect. As we have noted previously, there is a high degree of interest in planning. This is evidenced by the number of community college districts that have formalized one or more aspects of the strategic planning process. Among the more sophisticated of these efforts are work by De Anza, San Francisco, Cabrillo, Los Angeles, Long Beach, Yosemite, and Riverside.

Many of these local efforts have been highlighted in FIPSE workshops. Last fall, the project sponsored four workshops which demonstrated the variety of approaches to strategic planning under way at San Francisco, Riverside, Long Beach and Yosemite districts. Results of these workshops are being published in a project monograph.

The "comprehensive plan" is being designed to consolidate eight review and approval processes and will serve to gather the insights and local priorities that the Board of Governors needs to assess the educational needs of all colleges throughout the California.

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Top-Down Communication

The top-down aspect of Board planning should enable the Board to develop an explicit statement of "conscious overall direction." Besides supporting Board coordinating and advocacy responsibilities, such a statement would enable community college districts to undertake their planning with some confidence in the general direction in which public policy regarding community colleges is headed.

This top down aspect of the Board's work involves a several step process. First, there is a need to identify important societal trends occurring in California and determine their implications for community colleges. This requires synthesizing the wealth of information which currently exists and tracing the origin of those trends to see how they have related to the past development of community colleges.

From these trends, one needs to draw implications for the functions of community colleges and assess the capacity of community college resources to meet the changing educational demands implied by these trends. Finally, we need to examine the planning options that are implied for colleges during the next decade.

The Board's final product would not, I think, be a huge plan that would be written and put on the shelf to gather dust. A more useful product would be some kind of explicit statement of "overall direction" by the Board. This statement could serve as the basis for further examination of policy issues and, consequently, for on-going planning and policymaking.

Participation

What we have described in this agenda item is the rationale and general outline of Board work. However, there are many in the colleges who can and want to help work on this project. We need to encourage and solicit their participation. This process has been started by the work of a planning group made up of community college staff who are active in planning and interested in helping the Board in its work.

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II. THE NATION AND CALIFORNIA

HAROLD HODGKINSON (Senior Fellow, Institute for Educational Leadership): Many educational boards around the country are looking at what they are about and at planning. For community colleges, this involves looking at their mission, one which traditionally has been quite diverse.

The community college mission depends in large part on the character of changes that are occurring in our society. We have shifted from a society that makes things to one that processes information and provides services.

Demographics and Values

(A digest of the nation's important demographic trends by Hodgkinson is included in Appendix B.)

Much of what has happened and is happening in our nation can be explained by changing demographics, particularly in terms of the "baby boom." The current election is a good example. Gary Hart's appeal is to those in the baby boom age group who are a political force; just how much of a force can be seen by examining their numbers.

If you want to be elected or sell anything, you must consider the baby boom group. Hart appeals to the 25 to 40-year-old age group that is in its ascendency. The baby boom has dominated us for 25 years. When this group sneezes, we get pneumonia. Naisbitt explains this in his Megatrends.

One way to think about elections or to "scan" the environment is to observe, like Yankelovich in his book New Rules, that we've had three sets of values in America this century:

- the depression set
- the instrumental set - held by the entrepreneurs who used skills to make money (for their children)
  and
- the new "self determination" set - held by those convinced they and no others are responsible for their condition.

Yankelovich says that 80% of Americans subscribe at least somewhat to the third, "self-determination," set of values. Therefore, a look at the California population to see how policy decisions will play out ought to be based on where the population is in terms of these value sets.

California

Looking at some indicators of the California population, we see that the state is first in population and, consequently, might be expected to be first in other measures.

California is second in its numbers of Blacks, but 21st in the proportion (7%) this group is of the state's total. This group is less visable, certainly, than the state's Hispanic population which, at 4,500,000, is larger than the entire population of Kentucky. It's hard not to notice this ethnic group; California

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is more Hispanic, than Black, by nature.

The state is also first in numbers of foreign-born. New York used to be the leader with its Indo-europeans who first saw America as Ellis Island and the Statue of Liberty. Now, foreigners' first view of America is the Los Angeles airport. These individuals come from Taiwan, Korea, Southeast Asia, and a variety of other locations.

The percentage of those over 65 years-old in California (10%) is 34th in the nation. But, the state is not "young" either, ranking 43rd in the percentage (27%) of those under 18 years-of-age. Thus, California's population is unusually skewed toward the middle, the average age being 30.

This large middle-age group is both good and bad. That the elderly are not a relatively large group is fortunate in some ways because of the cost of services like "meals on wheels" can be a burden. However, community colleges can't rely on the 18 to 24 year-old age market as a "feeder," particularly since the California's birth rate (for some unknown reason) is unusually low for the western United States and their behavior regarding postsecondary enrollment is rather whimsical.

Women constitute 52% of the labor force in California, a ranking of 13th in the nation which speaks to measures of the state's liberalism and per capita income. This contrasts with a state like Kentucky where women constitute just 8% of the labor force, an astonishing difference!

California is 8th in college-graduates (20% of the general population) which provides enough constituent alumni so as to make education a politically credible commodity and its funding relatively optimistic.

The state ranks 49th in its proportion of "married couple households" and 10th in its median household income. In terms of owner-occupied housing, California ranks 48th: meaning that most of the population is bunched in the big cities and dense urban areas. Housing values in California are second (only to Hawaii) in the nation.

Surprisingly, California ranks 40th in its rate (68%) of the appropriate age cohort who graduate from high school. This figure is down from the 76% figure reported five years earlier. The nationwide decline during this same period was from 75% to 72%. By comparison, Minnesota graduates 86%. This factor helps explain industrial location.

Industrial Location

Last year, MCC (a voluntary consortium of computer manufacturers seeking to share $100 million of research and development monies) held a competition to locate a site. Silicon Valley (in California), Boston, and the North Carolina research-triangle, all potential winners, lost because they ranked low, not on proximity to university research facilities, but on the criteria of: community commitment, recreational and cultural amenities, affordable housing, and quality of public schools. Texas won the competition by having what could be described as the "least worst' of the proposals.

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In this case, both industry and higher education in California were thwarted because of the public schools. Rather than criticize the public schools, we need to build them up. Different segments of higher education need to support one another so that they will all benefit.

New Resources and Technology

Community colleges and other educational institutions are engaged in the strategic development of a resource base through closer relationships with the private sector. This involves not only grants, but higher educators are beginning to learn about how to make exchanges and to share both human and physical resources.

Other exciting developments are taking place. In 22 eastern states, local school boards have increased the sophistication of their policymaking through the use of a long-line computer system where they can access current information on legislation and funding policies. The concept of electronic mail is coming to the fore. The first telecollege is in operation with over 250 courses accredited and on line. People can literally earn a degree without having to leave their home. The implications for the handicapped and those who work and can't get to campus are marvelous.

Faculty writing books to gain tenure may be replaced by faculty writing instructional software packages also to gain tenure. Faculty development is undergoing changes due to strategic planning. The old menu of development activities is being replaced by attention to what will result; what is the return on the development investment? This net profit or return question is one that we are starting to ask more often in higher education and leads to strategic planning.

Need for Strategic Planning

The job of the community college administrator is becoming more difficult as the public periodically demands a complete reversal of what colleges had organized to do. Staff are frustrated because constant reorganization does create the illusion of progress.

Problems facing the community college state governing board are very long-term; the major difficulty lies in making revisions that make long-term sense when politics is basically a short-term business. The Board needs to come to the same conclusion at which General Motors arrived. They found that they were not in control of their own destiny and that they needed to be responsive to social trends, trying to gently influence, but not dominate, those trends.

The way to this influence through strategic planning, a technique quite different than traditional long-range planning. In strategic planning, the idea is to hit a moving target while you also are moving. This is no easy task.

One of the Board's functions is to map the trajectory of community colleges in California. Boards tend to freeze things and take a slice to conduct their analysis, like Biologists. Since colleges are in motion, this is not too effective. Boards need to monitor the "vital signs," not the mission statement. This can be done by "environmental scanning."

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To illustrate the environmental scan, we can examine the "hot spots" of population density in the nation. There are three areas of extreme density. On the eastern seaboard, you can't see New York City, but one does see "Boswash," the heavily populated area running from Boston to Washington. A second spot is "Sansen," the area from San Francisco to San Diego. Finally, there is the "Chilo" population between Chicago and St. Louis. Eighty percent of the nation's population lives in these three areas which tend to function like cities since they have all the normal problems of transportation, food, distribution, politics, and water.

While most people don't live in the sunbelt, they are moving there. In California, according to the Census, there are areas of great population densities or no people at all. The eastern United States is characterized by more medium population densities.

Another illustration of the need for strategic planning is the metro transportation system in Washington D.C.: an example of the "hubspoke" model, designed so that people can live in the suburbs and work downtown. People aren't using the metro because it doesn't take them where they want to go. Three-fourths of the new jobs in the Washington D.C. area have been located in the suburbs. People live and work in the suburbs and, therefore, need a metro system designed for "lateral commutation."

Strategic planning should help explain those variables that are changing. For instance, if trying to pass a bond issue for the typical family, we must note that the two parent-two child family, once 60% of households, now comprises just 11% of households. The increase in high school completion rates (from 28% of 5th graders in 1947 to 43% of the same group in 1970) together with the baby boom produced the tremendous need for access to community colleges. This also has changed and will continue to change in a direction that is not totally certain.

The number of high school graduates for a state like California is affected by birth rates, interstate youth migration, and the high school retention rate. If the numbers of graduates continue to decline, colleges will close. Some 200 colleges closed in the last decade, although most of those were small religious schools. The fate of colleges is also a function of other suppliers of education.

Diverse Suppliers

In this country, about 12 million people attend collegiate postsecondary education. Business corporations, however, train another 10 million, two-thirds of which are taught in-house by their own teachers. Non-profits like the United Way train additional (uncounted) millions; the military: 4 million; government: about half of its 15 million workers each year; and, finally, the proprietary postsecondary education institutions train substantial numbers.

Fourteen corporations are accredited to run their own educational programs and 10 of these give degrees. 200 corporations operate degree-programs jointly with colleges and universities, literally bringing instruction to the job.

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Diversity is increasing. In the 1950's, colleges offered education, banks lent money, and hospitals provided health care. Today, we can borrow from SEARS. The Chicken Delight food chain has entered the day care business, marking a trend in which private sector corporations are undertaking public services.

Corporate leaders feel that human investment is most important. The idea is not to work harder, but to work smarter. Community colleges must coordinate their work with all these institutions and enter into mergers and alliances with others as well.

Action Zones

Looking further at population trends, one can trace the nation's "action zones," counties with more than 34% of their population under 18 years-of-age. This "youth belt" excludes California and the eastern part of the nation where 70% of the liberal arts colleges (and none of the students) are situated.

The elderly are not all in Florida, although they are increasing most rapidly in that state. The second-most rapidly growing elderly population is located in Iowa and the midwest generally. This is because youth are leaving the area. A similar problem could also occur in California, where the population is expected to age more than the national average.

Superimposing minority population on this picture, we find that Blacks are situated mostly in the southeast and that there are more counties where the number of Hispanics exceeds Blacks than the reverse.

Thus, the action zones are characterized by

- increasing numbers of youth
- new jobs
- corporate headquarters
- increasing political strength, through reapportionment
- minorities

This unusual combination represents America's general agenda for the next decade.

This general agenda will differ by region, some growing, some decreasing. Growth of over 20% in some regions is contrasted by growth of just 1.2% in the east-north central part of the country. The projected decrease in high school graduates is

- 11% in California
- 42% in New York state
- 55% in Philadelphia

What is so significant about this is that there are 72 institutions of higher education in the Philadelphia metropolitan area.

While Texas, Florida, and New York will see increases in both Blacks and Hispanics, California will see increases primarily in Hispanics. The average age of Hispanics is 22 years, Blacks: 25 years, and non-Hispanic Whites: 31 years. Because so many Hispanics are in the child-bearing age range, we can anticipate an Hispanic baby boom in California.

The growth in minorities is evident elsewhere in public school systems. Texas

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public schools are 46% minority, Mississippi 51%, and New York 32%. In 1950 all of these state systems were predominantly white. Changes in the big cities are dramatic:

- Los Angeles from 42% to 78% minority
- Dallas 38% to 73%
- Boston 27% to 70%

If these youth fail, do not become employed, and, perhaps, need welfare, the economic system cannot function. It is a matter of the nation's economic welfare, intelligent self-interest, and, of course, justice, that public policies take these youth into account.

A final, but important, point regarding growth in the minority population. Aggregate numbers are not sufficient. Discussion must refer to specific minorities; i.e., not just about Hispanics, but about Puerto Ricans, Chicanos, and other more specific categories.

Jobs

Two points about the work force. First, "high tech" is not the future of the job market. The list of "job skills for 1990" issued by the Educational Commission of the States (ECS), while important to community colleges, is probably oversold. Most job opportunities will demand a lower level of skills.

While the percentage growth in high tech jobs is dramatic, the number of such new jobs is minimal. Of the 21 million new jobs estimated to be available by 1990, less than 1 million will be in the high technology industry. The greatest number of new jobs will be in such areas as janitors, sales clerks, nurses, nurses aids, food preparation, truck drivers, and cashiers. There will be six of these jobs for every one in high tech.

This phenomenon can be seen in actual 1980 data. Of the new jobs available that year,

- 750,000 (the most) were for retail sales clerks
- 146,000 (36th in rank) were for accountants, the leading "professional" category
- 30,000 were for computer programmers
- 23,000 were for electrical engineers

The second point about jobs is that the "middle" of the work force is declining. Blue collar workers often are being replaced by automation. We will be generating a work force with many low level clerical and semi-skilled jobs; few executive, professional, and high tech jobs; and very little in between. There will be few "bridge" jobs where community colleges have done so much of their training. This is true in California and is a concern for the Board.

In talking about high tech, we must distinguish between workers' skills, manufacturing processes, and products. Some of the most complicated machines are the easiest to run.

Summary

This discussion suggests the following general points:

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- pressures on the community colleges for transfer students
- high tech does not add jobs
- companies are into more and more training
- more business and educational alliances
- minorities will be a greater percentage of enrollments
- funding for needed remediation will be tough to obtain
- "middle-skill" jobs will decline
- greater entry into education by computer-based information services

DISCUSSION

AGNES ROBINSON (Board of Governors' member): Where are the teachers in these projections?

HODGKINSON: Primarily in the "youth belt."

ROBINSON: What about the college teachers?

HODGKINSON: College faculty are not as immediately impacted by these trends as are teachers in elementary and secondary schools. Faculty members are more often locked in by tenure and limited job opportunities. This can cause morale problems and has in the State Universities, though not, I think, in the community colleges. Because of earlier enrollment growth and hiring patterns, there is an age "lumping." Many faculty may retire at the same time in some institutions and this may detract from the quality of programs if these individuals are not replaced.

JAMES TATUM (Board member): If the majority of jobs is going to be of the low skill, service variety, how can we argue for investing more money to upgrade skills through education?

HODGKINSON: That's a good question. The only answer I can give is that the skills gained from education are not specifically related to any occupation, but to all jobs and to the quality of life. We shouldn't argue an immediate relation between community college-derived skills and a job.

The average worker in the United States will make 5 to 6 career changes and 18 to 20 job changes, before he or she retires. The linear notion of first education and then job, must be replaced by a life-long agenda, where education and work are interspersed. The ECS list is a good life-long agenda, though one can hardly expect an individual to possess very many of those skills upon high school graduation.

The policy implications of this question are key to the future of community colleges.

GEORGE KIEFFER (Board member): I have two questions, one of which is a followup to Mr. Tatum's. If the workforce divides the way you suggest (no middle) and assuming a continued decrease in the work day with greater time for other activities, what are the other repercussions of the move to service-oriented jobs with low technical skills? You use the word "no middle;" what do you see regarding income and time...and does that push avocational pursuits to the forefront?

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HODGKINSON: What made the middle class was the notion that factory workers could think of sending their children to college. There isn't a clear distinction between blue and white collar anymore (i.e., the computer repairman who never gets his hands dirty). The shifts are not yet clear. However, the kind of economy built by the middle structure is not possible from this job distribution. Karl Marx would suggest Marxism as a solution since there will be many disillusioned youth who are told to get an education - do so - and find they are still mopping floors like their grandparents.

All this implies major policy problems for community colleges. We may, as you suggest, forget there ever was a middle, but I don't think wages would support that kind of economy. We have started in this direction by the shorter work week and by families with both husband and wife working. This, trend, however, has already been absorbed by increased spending levels.

KIEFFER: There is a trend for continuing education to be performed outside traditional institutions. If we are not to create or direct history, but to gently guide it, does that mean we shouldn't look at community colleges as the primary source of continuing education?

HODGKINSON: I don't think they ever were, although they did do more than, say, Berkeley or Stanford. On any given day at any major hotel in California, you will find many seminars operating under the sponsorship of corporations. The curriculum taught here often finds its way into graduate programs several years later.

Community colleges have not been the major provider of noncredit continuing education, often of a day's duration. It generally takes the college longer. Educators seem to be more certain about the necessary duration of continuing education than about its content.

KIEFFER: Is most continuing education done by firms job related and not general education?

HODGKINSON: It's not general education in the ususal sense. Most is very job-related, but often a part of the content is not. Many concepts in finance, personnel, marketing (zip code-matching, for instance) originated in these "hotel" seminars.

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III. CALIFORNIA

BOB ARNOLD (Director, Center for the Continuing Study of the California Economy): The Board of Governors' interest in launching an effort in long-range planning relates to work done by the Center to identify changes in the California economy.

Two of our recent projects should be of interest to the Board. The Center has provided a major input to the State Energy Commission whose staff must assess the state's energy requirements every two years. Recently, we also have worked for the Senate Office of Research to get the Legislature to take a longer term perspective in their decisionmaking.

At the Center, we work first as economists, identifying trends, then as demographers to translate those trends to numbers of people. Our "basic hypothesis" is that if you want to know how California will grow, look at the working-age population of the state - then look at the younger, older, and other groups. If you don't know what the working-age population is doing, you are making extrapolations based on overly simple and largely unsubstantiated assumptions.

California Growth

The major issue, then, is what kind of growth is likely in California. The state is not declining. We expect continued significant growth in the 1980's. We will see 4 million more people in the next eight years, increasing from 25 to 29 million. Real income (in 1982) dollars will increase by about 14%. And, we project inflation at a rate of 5 or 6% annually.

Every county in California will grow faster than the nation, but the individual rates differ dramatically. While the growth rate for the state between 1983 and 1991 will be 16%, mountain counties will grow at a rate that is three times that. Even the San Francisco bay area, while slower growing, will also exceed the national rate.

Basis for Projected Growth

What are the reasons for California's continued growth. We have 25% to 30% of the nation's high-technology jobs, even discounting the aircraft and space industries. These jobs are in the fast growing industries and will "push" California's growth ahead of the nation; provided that everything else is ok.

Everything else refers to the other two groups of basic industries:

- defense, space, tourism, world trade: a stable and increasing group
- manufacturing: ignored by some but still primary in the Los Angeles basin, this group of apparel, fabricated metals, and other machinery firms has grown from 3% to 6% of the nation's output by what is called "import substitution"

and to the non-basic population-serving industries.

These "basic" industries account for just one-fourth of the jobs in

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California. The other three-fourths of the job market is in population-serving, "non-basic" industries such as the services, trade, education, and state government. State government workers are "basic" to the region, but population-serving to California.

Thus, the growth cycle results from basic industries pushing and non-basic industries following. Most important to the basic push, however, is the quality of the non-basic. The reason that high tech and other industries locate in California is the quality of the non-basic industries.

Assumptions

Changes in the California economy are based on certain assumptions. Of these, two are key.

The first key assumption is that the 1980's will be different than the 1970's. In the seventies, the nation absorbed 24 million people (the baby boom plus women) into the labor force along with a declining younger (age 15 to 24) population. The 1980's will be different in this regard.

The seventies also saw the nation deal with the "outside shock" of an eight-fold increase in energy prices in just seven years. By contrast, the state Energy Commission projects a two-fold increase or possibly stability in real energy prices during the 1980's. The Center also assumes there will not be an international monetary crisis - that the major financial institutions banks won't allow that to happen.

The 1980's should be a period of one of the most substantial capital-goods investment increases in history. Productivity increases, modestly estimated at 2% per annum, will return to levels reminiscent of the 1960's.

A second key assumption has to do with the issue of managing the economy. We assume that the imbalance between federal taxing and spending (the deficit) will be resolved by 1986. This is the major current issue; federal policymakers are walking a tightrope. The issue also has implications for planning. If resolution isn't achieved by 1985 or 1986, community college planners should have contingency plans available to deal with a serious recession.

Infrastructure

California's growth depends in part on its competitive position, which in turn depends on the state's infrastructure, amenities, and quality of life. For instance, while the state has attracted jobs without improving the quality of its public schools, this won't continue unless improvements are made. This, in turn, brings up the question of the role of government in California.

The 1979 Gann amendment (in Proposition 4) restricts the growth of government spending to the increase in population and prices, not to the increase in income. Thus, state government will decrease as a proportion of the state's gross product and, thereby, reduce its impact on the state's amenities and quality of life.

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Compositional Changes in the State's Population

The key to the age composition of the population is the baby boom. The power of this group explains most events since World War II. In the 1950's, we were concerned about elementary and secondary education; in the 1960's, college and revolution; in the 1970's, entry into the labor force. Now, in the 1980's, the baby boom is represented by young families who seek houses.

Working on a project for the Department of Parks and Recreation, the Center projected that half of the 4 million population increase in California during the next eight years would be Hispanic and that 20% would be Asian and other. Even so, non-Hispanic whites still constitute 60 to 62% of the population.

There is great population diversity in different areas of California. Hispanics are a major factor in the Los Angeles basin, but not along the north coast (where they comprise just 2% of the population). San Francisco itself is highly diverse.

Changing Economy

As the state's economy changes rapidly, there is a need to acknowledge high tech and computers; but, the real issue for community colleges is how to deal with that change in relation to needed modifications of the curriculum. There also is a dramatic diversity throughout the state in the character of local economies. The north coast, for instance, is changing from a resource-based economy to a tourist economy, helped by income from a plant which "shouldn't be grown, but is" and which supports many population-serving jobs.

Jobs

The high technology industry is critical for the state's growth, but will not provide all the jobs by any means. Most jobs will be from retirees and replacement of those in already existing positions. Projecting the numbers of jobs is very difficult and, for any particular district, is a function largely of the makeup of that community.

Summary

The key factors are the state's

- population growth
- rapidly changing economy
- extreme diversity from one area to another

It is important to recognize that education is a key determinant of growth in the state and national economies. Underlying this, we must decide what kind of government we want and what role it is to play in our society.

DISCUSSION: Held jointly with Bob DeHart after his presentation.

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IV. STRATEGIC PLANNING IN COMMUNITY COLLEGES

BOB DeHART (President of De Anza College): All of this excellent, but complex information about trends external to community colleges shows the difficult situation in which we find ourselves as we attempt to meet the rapidly changing needs of our communities for postsecondary education.

Serious consideration of future trends by people in postsecondary education, like that presented to you by Hodgkinson, began about seven or eight years ago. That time also marked the beginning of interest by educators in adopting elements of "strategic planning," a management technique already used by the private sector. (This kind of planning shouldn't be confused with the military version of strategic planning.) I became interested in strategic planning because I felt we needed to respond more sensitively to these important external trends affecting our college.

Strategic planning has not yet caught fire nationwide, although there are a few "beacons" of serious effort. There is a good deal of activity here in California. I've presented a number of workshops on strategic planning during the past several years. The FIPSE project has stimulated a lot of interest as it attempts to combine accreditation and strategic planning and is exerting a strong influence in encouraging more colleges to plan better. As a result of these efforts, most community college administrators and a substantial number of faculty and trustees in California have been exposed to strategic planning at some level.

PLANNING AT DE ANZA COLLEGE

De Anza is not unique in its strategic planning efforts, but we have been among the leaders. We have actually produced a strategic planning document coordinated with our educational Masterplan document. I will talk today about how we've approached and attempted to address, in the best way we could, the major issues and trends in our society, especially as they affect the De Anza service area, that you will see reflected in our documents.

De Anza is located in the northern part of Santa Clara County (southern part of San Francisco Bay area), and surrounded by many other suppliers of postsecondary education (see Appendix C, Chart 1). Besides Stanford, Santa Clara, San Jose State, U.C. Extension, and five other community colleges, there are 56 at last count, proprietary educational enterprises, and several high school adult education programs. We often attempt to work together and sometimes we even succeed in doing so.

De Anza is, according to AACJC, the second largest community college campus in the country with a headcount enrollment of 28,000. The main campus, a major outreach center, and cooperative programs at 50 different business locations offer a diversity of programs and services to satisfy the needs of this large enrollment.

Strategic Planning: The Process and the Product

The quote by Peter Drucker (Chart 2) about finding the right things to do is at

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the heart of strategic planning in community colleges. Finding the "right things" makes us focus on the rapid changes taking place in society. This differs from our traditional techniques of planning which were conducted in "linear" fashion where some combination of the intuition, ingenuity, initiative, and inventiveness, generally by a college's senior administrators, were utilized. These techniques have largely determined the character of our colleges as they exist today.

While traditional techniques have served us relatively well, the rapid changes taking place today require a different approach. We need guides that enable us to make decisions now with some confidence that external changes won't render those decisions obsolete even as they are implemented. While we can't eliminate the risk, as we move in new directions, we can minimize it.

Strategic planning, as shown schematically in Chart 3, involves an environmental scan (much like the work done by Bob Arnold) together with an assessment of the college's strengths and weaknesses. The opportunities, problems, and constraints identified in the environmental scan are then matched with the strengths and weaknesses identified in the institutional assessment to help determine new strategies for the college--all guided by the institution's mission statement. The process is not linear, but iterative (Chart 4); when one factor changes, others are affected. Strategies must then be implemented through operational plans that produce our familiar curriculum plans and budgets.

The FIPSE project has been very helpful in our planning. This has been especially true for the assessment of the college strengths and weaknesses which ties so directly to accreditation.

The Emphasis on Quality

The emphasis in strategic planning is on quality. This view contrasts with the notion held by some people who allege that strategic planning is opportunistic, looking for ways to expand markets, capture larger enrollments, and, thereby increase the institutional budgets. We view strategic planning as very compatible with the basic criterion of accreditation; that is, to optimize the mission and purpose of the college.

The six major components of our environment that we constantly collect information on and analyze for possible problems, constraints, and most important, new opportunities for serving our citizens are

- demography
- technology
- economy
- public policies
- educational suppliers
- life style and social factors

The De Anza categories are much like those used in FIPSE planning activities.

In the brief time I have available here today, I can present only a few of the kinds of information we collect and analyze in environmental scanning and in

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the assessment of our institution's capabilities. To illustrate the scanning process, I will use demographic information to illustrate the process.

Demography

Different parts of the state are growing at very different rates. Our own De Anza service area population will peak during the 1980s then decline for some time into the future (Chart 5). This is due to some combination of the lack of affordable housing and the "baby bust."

The composition of De Anza's population also is changing (Chart 6). The crossover in size of the baby boom and baby bust age cohorts is very obvious in our service area. Enrollments in K-12 districts are radically dropping (Chart 7) with clear implications for our future enrollment of the recent high school graduate.

Our area's minority population will increase and exceed the number of non-Hispanic whites at some time during the 1990s (Chart 8). This differs from the statewide picture depicted by Arnold.

De Anza has the largest enrollment of handicapped or disabled among the state's community colleges. It is important to project this population (Chart 9) since, if we continue to provide them with access, excess-cost programs could have a major impact on De Anza's fiscal situation.

What inferences for De Anza's future can we draw from these demographic trends? Chart 10 shows the seven major inferences resulting from our analysis. Following our data collection and analysis of the other components of technology, economy, public policies, educational suppliers, and lifestyle and social factors that comprise our environmental scan, we arrive at a total of 28 major inferences seriously affecting De Anza's future.

Internal Instructional Assessment

The other side of the environmental scan is the review of a college's internal resources: its strengths and weaknesses. Chart 11 shows the six "Internal Resource" categories we continuously keep under study. Chart 12 is an excerpt from a report done on an evaluation of one of those categories, our educational programs.

Strategies

From these trends and inferences, and through an extensive consultative process involving the trustees and all segments of the staff, institutional strategies are developed. For instance, with our population declining, but our workforce increasing, what will happen to our enrollment? Obviously, it can increase if we adopt strategies for delivering instruction which serve the workforce in a way that makes education convenient to them. This typically involves taking instruction to the worksite at times which are compatible with work schedules. Thus we have developed a strategy for increasing and improving worksite instruction.

Chart 13 shows all 14 strategies that are now guiding new developments at De Anza College.

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Mission

As this iterative process evolves, a review of the college's mission will also be necessary. Sometimes opportunities that present themselves as part of the environmental scan will be rejected because they would not fit within the mission the college has defined for itself. On the other hand, it may be that the college's mission will be altered because of the importance of the new opportunity. Chart 14 shows the current mission statement of De Anza. It is worth noting that this statement includes not only the traditional mission and puroses sections, but also relates strategies, programs and outcomes to each other.

SUMMARY

De Anza has been served well by the first cycle of a strategic planning process. Even though there are a multitude of providers of postsecondary education in our service area, we continue to be at, or near, the top in the participation rate of our adult population when compared to the other community colleges of the state. I attribute this in very large part to the strategic planning we have done that keeps us sensitive to the educational needs in Silicon Valley.

Many other districts are planning, trying to absorb what the futurists are saying. What should the State Board do to assist this? Might it not respond to local priorities that are sent forward after districts complete their analysis of the environment and their local capabilities? I think strategic plans developed by the State Board could anticipate new directions that colleges might be taking and help clear the way for them. Done in cooperation, state and local planning could become much more proactive and keep community college education in California at the forefront during these changing times. This Board project is a beginning that I hope you'll continue and, as you do, involve those of use in the field who are also planning.

In concluding Megatrends, Naisbitt remarks "My God, what a fantastic time to be alive." I am in complete agreement with his statement. I think he is right because good planning allows me to exert leadership in shaping these major trends as they affect our college. I think the same would be true for the Board of Governors.

DISCUSSION

MARIO CAMARA (Board of Governors' member): One of the problems demonstrated by the demographic data is that large portions of the economy and the population are left out in terms of comparable wealth, opportunities, education, and income. Unemployment among blacks and other minorities is getting worse and their numbers are increasing. What are the signals from this for an educational system like ours? Having identified the problem, what should we be doing?

DeHART: From the community college perspective, we should strive to better individualize, personalize, and customize the way we deliver education. Large group instruction tends to discourage students with learning problems.

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ARNOLD: From an economic viewpoint, there are two "schools" of thought. One school says that if there is economic growth then low skill, low income individuals will participate in the improved standard of living. Many economists are turning back to the notion that the competitive market place should be left to handle problems of allocation and distribution without intervention by government.

The other school of thought says that this won't occur without special intervention to assure that all individuals may participate. This leads to the issue of the proper role of government, an issue that will be with us throughout the decade.

It's doubtful that the numbers of non-English speaking individuals projected for the Los Angeles basin can be assimilated into the labor force without special attention. But, should Los Angeles taxpayers be expected to pay for this special attention, particularly when immigration is a national, rather than state or local problem?

TATUM: The idea of "high tech hype" disturbs me a lot when we look at that segment of the population to which Mario's question was addressed. It appears that while we are training many individuals for this industry, the jobs in it are leaving the country at a greater rate than there are opportunities. How do we clarify that problem?

ARNOLD: I don't think that the numbers will support the notion that more high tech jobs are leaving the country than are being established in the country.

TATUM: Isn't that trend (of jobs leaving the country) increasing?

ARNOLD: I think this illustrates the need to examine carefully the numbers. It isn't possible to take one piece of information and generalize it to the whole economy. The exodus of high tech jobs from California is not taking place as portrayed in the headlines. The long-term trend is just the opposite, particularly among low-skilled assembly jobs.

I read that the Governor increased the University of California budget, in part because the state lost the MCC "center" to Texas. The center's siting in Texas is not a major indicator of that industry, however. While we must meet the requirements of changing technology, there are other issues.

DeHART: Community colleges are developing new programs in high tech, but they must also acknowledge technological change in traditional programs. For instance, secretaries don't all work in the high tech industries, but most of them need word processing skills. A similar "revolution" is occurring in drafting where computer assisted design (CAD) is doing away with the drafting board. Our engineering and architectural programs must incorporate CAD, an application of high tech. Colleges have much bigger problems than just designing programs in high tech.

ROBINSON: Would you (Bob Arnold) comment further on the point that the Gann amendment will cause state government to decrease as a proportion of state's growth? Community colleges are directly effected.

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ARNOLD: That (1979) amendment (to the state's constitution) provides that revenues and, therefore, expenditures can increase in proportion with population and price increases, but not in proportion to increases in real income. California is one of three states to do this. Real income is an important factor in state revenues this decade. During the 1970's, inflation helped expand state revenues, but now that we have "indexing" that is no longer a factor. If this provision is not repealed, the state likely will refund tax revenues while expenditures for a variety of services (including community colleges) are less than adequate. It's a situation (as described by DeHart) where action is needed now to correct a future problem.

KIEFFER: Does the demand for governmental services necessarily increase if the gross product in the state's private sector increases?

ARNOLD: Generally yes. We (at the Center) haven't assessed all services but it's clear that demand won't decrease with an increase in product. In addition, we have ignored major investments (such as for the infrastructure) for eight or nine years and billions of dollars are required just to catch up. The question is one of convincing California residents that public services are critical to the quality of life.

DeHART: That is precisely a leadership issue.

ARNOLD: Yes. The image of the state Legislature is astonishing. Legislators are facing major substantive problems but are viewed by the public as nitpickers. Legislators have a real job of speaking to the state's residents. The Board of Governors may be in the same position.

KIEFFER: Harold Hodgkinson talked about the disappearance of the middle economic group with jobs moving into professional and into service areas that are traditionally lower paying. Do you agree with that assessment and, if so, where does that lead us with regard to lifelong learning?

ARNOLD: There is a major question about the viability of blue collar jobs in California and the nation. Basic industries such as auto and steel are not going out of business, but are facing major changes. Where these industries are a major part of the economy, like in the Los Angeles basin, it is essential to analyze the changing nature of the blue collar worker. But, it would be a gross error for the Board of Governors to "face up" to the economic middle dropping out - that just isn't the case.

CAMARA: But, isn't there an undeniable trend toward a nation of "haves" and "have nots" if we don't do something now?

ARNOLD: The question is whether the blue collar worker will join the "have nots." I don't think so.

CAMARA: That may be true, but the data suggest that a large part of the population, based on ethnicity, will (join the "have nots"). The real challenge for leaders is to enable the American dream to survive through the year 2000. At present, we have a defacto educational caste system where there are major differences between those who teach and those who are taught. This is seen also in the character of those who run the institutions.

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ARNOLD: While we must be concerned with the "have nots," we can't forget the middle group. Given their values, they will take some action to stay out of the bottom group.

KIEFFER: Are there statistics which show a widening gap, in an economic sense, between these groups?

ARNOLD: The situation of the "have nots" is deteriorating in particular locations, but not in general. The numbers, however, need careful interpretation. The same is true for occupational projections. Numbers just don't reveal the problems of the lower or the middle groups.

GERALD HAYWARD (Chancellor of the California Community Colleges): The declining 17 to 24 year-old cohort will impact the transfer function in community colleges. What plans are being made in light of that trend?

DeHART: Transfer is an important issue and tends to be asked more often than the previous questions about the middle and lower income groups. The transfer function is important. However, there are bigger issues such as how we solve the diversity problem and serve those who don't intend to transfer. The declining 17 to 24 year-old population is being compensated by returning women, refugees, and the handicapped. Their numbers make the number of transfers or their percentages look small, although the numbers of transfers are as large as ever. It isn't the colleges' most difficult problem.

CAMARA: As Hodgkinson described it, our real challenge is the fragmentation between rich and poor, white and nonwhite, and the ability of the educational system to deliver meaningful opportunities to this diverse population. The transfer function is only a part of this.

DeHART: These differences between the rich and poor are indeed placing a strain on society.

KIEFFER: I recall that television was going to kill feature films, an erroneous prediction. Bob Arnold's point about taking the data seriously and not jumping to conclusions from headlines is well taken.

ROBINSON: Do I have a sense from the Board that we're on the right track with this project and these discussions?

KIEFFER: From everything the Board's said, I think you do. We are on the right track and we want to spend a good deal of time in these discussions this year.

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V. DISTRICT PLANNING

CHUCK MCINTYRE (Director of Analytical Studies, State Chancellor's Office): President Kieffer, Members of the Board. The planning project started in December 1983 with the Board endorsing a statement of mission. This was followed in January 1984 by your specifying priorities for 1984. In March, we brought you the description of the longer-range project for planning and future study and brought to you presentations by Harold Hodgdinson, Bob DeHart, and Bob Arnold. This time (April 1984), we have presented you with an agenda item which describes activities that are under way: a proposed agenda of further work including papers, symposia, and Board discussions. By the end of this year, we expect to have developed statements about important trends, their implications about the college capability, and policy implications for the future. As you review these materials, please advise us about the direction in which we are going: if it's not correct, let us know; if there are other ways or other things you'd like us to do, let us know that too.

I'd like to introduce several people. First, we have a planning group made up of people from the field who are assisting us in a very significant way in this project. Nancy Conrath, on my right, who's Director of Educational Planning in the Los Angeles district is one of those on the planning group. Also here today are Chet Case and Jerry Sharp, members of the planning group. Finally, I'd like to introduce to you our main speaker: Tom Stevens, President of Los Angeles Trade-Tech. Tom is co-chair of the planning project in the Los Angeles district and is going talk about their process and about some of the significant substantive issues that they face. I think it's very important for you to hear these kinds of presentations. There is a remarkable diversity that exists across California; for example, between the north coast and the L.A. Basin. Even within the L.A. Basin there is remarkable diversity in the kinds of problems that the district faces and you'll hear about some of those. Also their process has in it a number of activities that you, yourselves, will be going through as you proceed in your planning process.

TOM STEVENS (President, Los Angeles Trade-Tech College): It is a very special privilege for me to spend a few minutes with you this afternoon to share some planning thoughts. I want to congratulate you on your efforts. I have read materials on the discussions, papers and lectures you have had by certain prominent speakers, including Dr. Hodgkinson, Dr. Arnold and Dr. DeHart, providing you with information concerning national trends, state trends, and even a local college point of view as described by Bob DeHart. My role today is to provide a somewhat different perspective, (Chuck has alluded to that) because I do represent one college, Los Angeles Trade-Tech, but more importantly one college as a part of nine others, a multi-college district - a very large multi-college district - and it's important for you to have some idea about our efforts in long-range planning.

Clearly, we have growing needs and I suppose the first question that we'd raise, that has been raised already because I saw it in one of the papers, but again we ask it: why is planning important today for the Los Angeles Community College District? We think there are two fundamental reasons. One is to sharpen the focus on educational needs, goals and resources concerning potential community college students during the next five years. Our work

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was prompted by a sense that the recent concerns over decreased fiscal support have not only limited the capability of community colleges to plan, but these concerns have diverted attention from changing and critical needs to an almost exclusive devotion to resource management. The second reason to plan is to restore the perspective of educational needs and community college purposes to resource planning and management. In the Los Angeles Community College District, we've begun a serious effort to identify and discuss planning issues and concerns that must be addressed in the next five years.

A bit about the background of this effort. There are some distinct differences that exist between the Los Angeles Community College District, and virtually all other districts in the State of California. While other districts may possess one or more of the following traits, we believe that Los Angeles Community College District is unique in that all of these factors would appear to apply. From a cultural and commercial point of view, the communities within the Los Angeles Community College District range from urban to suburban, industrial to commercial, affluent to the most impoverished of citizens. There are many governmental and political organizations, numerous religious and other belief systems. The second factor relates to the ethnic diversity, clearly wide-ranging. Third, there is significant employment variety which bespeaks the area's contributions to the world of work. And finally, in terms of distinct differences, the sheer size of the district begs certain questions concerning its uniqueness.

We are in the midst of constant and rather dramatic change in all facets of our lives. Without a doubt, such change greatly influences our efforts in meeting student needs. With this tapestry as a backdrop, Chancellor Koltai appointed an administrative committee of approximately 40 persons, and he charged that committee with two tasks. One task was to review a number of far-reaching issues; the other task was to establish a planning mechanism for programmatic changes over the long term.

A question I think you are probably asking is what process has been used to pursue these planning tasks? The first product from the process is a paper developed by the efforts of this committee and prepared by Nancy Conrath. This is the beginning of an evolving process that will go on for some time. I think it's important to re-emphasize that point that as we talk about planning. We are not looking necessarily for closure, but again, some adaptation to this evolving process. There have been many discussions and there will be many more discussions, including discussions with our board of trustees. In fact, the first one occurs next week in a Committee-of-the-Whole session where many of the issues brought forth in this paper will be discussed. Following the work for the past three or four months by the administrative committee, we've had the formation of task forces, which will be examining a number of areas - educational programs, staffing requirements and financial needs. Importantly, there will be open forums to allow input from all of the members of our "district family," the faculty, the staff, and the students. We're interested in having external parties look at issues as we see them and suggest changes deemed desirable or necessary. We recognize that other agencies have some vested interest in our planning efforts and we want them to get involved. We have pursued the use of consultants, and certainly Bill Pickens has been of great value to us in addition to Pat Hewett, who is our legislative advocate. All of these groups and individuals are among the participants in the process of developing the long-range planning model.

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A look now at an overview of the district. It is a district of approximately 900 square miles at the center of the Los Angeles Basin, in the middle of a population somewhat in excess of 4.3 million persons. There is no question that there is unparalleled heterogeneity of district residents reflected in the students at each of our colleges. For example, at Pierce College, recently 68% of the population was represented by whites; at the same time, Southwest College had some 97% black population. East L.A., on the other hand, had 65% Hispanic and City College had 22% Asian. This gives you some flavor of the variety of ethnic groups represented in the district. We believe that the district is a microcosm of the state's urban areas. There's clearly a range of income in the district. Moreover, there are ranges of ethnicity, of educational preparation and employment about as extreme as one might imagine. The district represents, in terms of community college enrollment, about 10% of the state total. Size alone, then, gives it probably as broad a range in terms of internal and external complexities and challenges as one might find.

Which leads us to another question. What are some of the factors that we need to study? Clearly, we don't intend to go into the issues that have been spelled out in much more detail in the document itself, but we'll just highlight some of them. For example, our district population is expected to grow about 10% between now and 1998; that compared to about a 9% growth between 1970-80 vs. a 6.3% growth in Los Angeles County. Enrollment in the district, and assuming a continuation of a 3% participation rate which we have now, would grow to about 153,000 by 1988. We should take into account the fact that the statewide average participation rate is about 5.6% and we're somewhat less than that. And if we were to grow at the statewide average rate, we would exceed significantly the 153,000 that we are now describing. You are aware that we have had a decline of whites in the district of some 17%. In fact, the decline was such that the population of whites moved from a 59% majority to a 45% plurality. Our district has experienced a tremendous increase in the number of Asians. This amounted to an increase of approximately 165%; in districtwide proportions, this represents an increase from 3% to 7% of the district total. Hispanics, at the same time, have gone up 63% over a ten-year period. They have risen from a level of 21% to 31% in terms of their representation in the district. Blacks have increased 10% in the ten-year period. Twenty-one percent of the 1980 L.A. County population spoke Spanish as a native language and another 10% spoke a language other than English. Participation rates have increased significantly for both Asians and blacks but have declined for other groups. Assuming a continuation of the present participation rate, in 1980 the Asians would probably represent in our district about 16%, going up from about 12% now; blacks about 24% - staying equal to the present level; Hispanics would represent about 29% - growing from a 23-24% level where they are now; whites would comprise about 28%, going down from a current 37%; other groups would stay at the present level of 3%. It is important to recognize that in 1980, 33% of the district population 17 years of age or older had less than a 12-year level of education. That's significant, because we have to deal with that in terms of building people up who can succeed at some reasonable level in the community colleges.

Still another important area relates to employment. It is significant to note that by 1982, manufacturing fell, as an industry, to second of the largest employing industries, behind the service industry. So again, in terms of our planning exercise we have to take into account a move toward service industries

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from manufacturing, as we well know.

We pointed out that the document contains a number of educational needs, staffing needs, and resources needs, but let me just allude to some of the educational needs as we draw to a close.

The need for transfer education will continue to increase as larger numbers of minority students aspire to the advantages of the baccalaureate education. It's clear that with a more demanding society, with greater calls for technology, transfer education is going to play a greater role in the future of community colleges. There will be a need for vocational education leading to job placement. This will increase overall as low-income students entering community colleges seek skills for job entry, particularly in the technical areas, probably more so than in the trade areas. We see a need for reentry and retraining; we see an increase in this area as life goals and employment opportunities change at a much more rapid rate than we have experienced in the past. We see a need for pre-collegiate development of basic cognitive skills. These will remain, we think they'll continue to grow as combined resources of high schools, adult schools, occupational centers and community colleges struggle to meet the many demands that we have.

Finally, we think there is a growing diversity of educational needs, goals and academic preparation among community college students, and for that reason, it will prompt a more specific development of curriculum packages or streams, or other mechanisms designed to meet the common needs of different groups of students.

Let me summarize then by talking about the strategic planning. I think the points I've made earlier all lead to reasons for planning. We believe that it is important to develop some mechanism for strategic planning because it underscores the fact that we are in education and services as a part of our primary responsibilities. We believe that as issues are identified, many will be both critical and complex, will need more lead time in order to successfully grapple with them. We believe that long-term or strategic planning stresses the idea that, for at least the foreseeable future, resources will be scarce and uncertain, and until we discover that wonderful tree that drops funds, we're going to have to do something to optimize the use of our resources. We believe that planning points out emphatically that change is dynamic. It's a powerful force that we as educators must confront and deal with. Finally, we argue that planning is essential not only for our district's progress, but certainly for all colleges involved in meeting student needs.

MCINTYRE: A lot of districts are doing a surprising amount of planning. One might ask, aren't there so many fires that you simply don't have time to look over the longer range? I think that people locally are finding that those very same fires and these very same problems are requiring them to take a longer look and to try to anticipate change. And, Los Angeles probably epitomizes the most complex of problems.

GEORGE KEIFER (Board of Governors' member): Is there any single change in direction, in terms of educational curriculum, that you see resulting from the changes in technology, population and jobs available over the next 10 or 20

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years?

STEVENS: We see more effort being placed on the traditional programs than we've had-- those we've had and have not scrutinized so carefully. We are looking at those now in terms of how they might be modified, or discontinued in some cases. We think that's a direct result of at least initial planning. At Trade-Tech, we've had programs we've examined, such as Auto Body which we modified significantly, almost to the point that we don't have much of it now. Industrial Sewing and Building and Ground Maintenance are other programs we have reduced in order to reallocate resources. We did not feel they fitted into the mission of the college and for that reason we have stemmed efforts significantly.

NANCY CONRATH (Director of Educational Planning, Los Angeles district): One of the things our study came up with was that there's such an extreme diversity - polarities - in terms of the demography and yet an overall, widespread economic base, with changing technology that offers employment opportunities across the area. We have local areas with very different characteristics of residents, but a broad, changing employment opportunity. We have to train very different people for competition within advantaged job streams. So what we see in looking at the spectrum of the community college mission and function is the need to identify certain curricular components that meet the educational needs of specific groups of students which may be very different from each other. We're looking at a different way of structuring delivery systems. While we have the transfer and vocational two-year associate degree programs at the heart of our curriculum, we're seeing the extension of that toward both pre-collegiate education and continuing education short-cycle retraining programs for people already employed. We're now moving forward in working with our faculty to look at curriculum so that we can specify distinct curricular components and offer them to the public. One of the things we would urge the Board of Governors is not to lop off functions wholesale. One of our colleges may be heavily into remedial kinds of educational programs and others into some continuing education for employers. At the same time, each of our colleges must balance their curriculum to project an image of the community college that is attractive to all constituents of the community in each service area. These were major conclusions: reaffirmation of the breadth of the multi-purpose community colleges, but a desire to look very closely at how we need to change to be responsive to our citizenry.

MARIO CAMARA (Board of Governors' member): How do you coordinate the planning function with the budget function in the Los Angeles district? In other words, when you complete the plan, how do you link that with how you spend your bucks?

STEVENS: For a number of years, the educational plan and the budget function have been working together. With the circumstances of recent times, they have been brought more closely together. There is an educational planning segment, from a district office point of view, that serves to monitor what is going on at each of the colleges. We might look at the planning exercise in two tiers. Certainly, there is planning at the district level; simultaneously, there is planning at the college level. Through this central planning mechanism, that

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ties us together, there is some order brought to that. These relate and there is interaction between the resource allocation and the planning exercise.

CONRATH: The other thing I would like to advocate is the development of decision support systems - data bases - which can be used to evaluate and make decisions. We compile data that show enrollment trends over a five-year period for each individual discipline,the regular and hourly FTE allocations, and the average class size. We make these data available to college administrators and that has had a lot to do with the kinds of resources allocated. We've been expanding and developing these data to assist with budget decisions.

An interesting thing about the committee work on our paper was the conceptual level at which we looked at needs. In community colleges, with a rather flat hierarchy, we've got lots of experts in lots of different areas, and we brought these experts into the planning process at a common conceptual level. This gave us a much clearer and more holistic sense of purpose than the piecemeal planning processes we have had in the past. As we begin to identify planning issues and possible directions, we will encourage broader discussion and further suggestions.

CAMARA: I noticed an absence of clear priorities in the document. Was that conscious, was that necessarily inevitable?

STEVENS: The reason for it, as I pointed out earlier, is that this represents an initial effort. We didn't put them (issues) in priority order simply because there is much more discussion to be held on it. To have them in priority order would pre-empt the Board's discussion of it, pre-empt faculty input and several factions that need to be involved.

JANE TOLMACH (Board of Governors' member): Money comes to the districts on an allocation on ADA (Average Daily Attendance). But within the districts, money is not allocated on the basis of ADA; it's based on educational programs, is it not?

STEVENS: We're talking about the (allocation) formula, but it does take into account enrollment, the diversity that is represented by the colleges, and perhaps the age of a college. We have three or four developing colleges. It takes into account certain other needs that might be pecular to those colleges. The formula has at least five or six major variables, along with a number of others.

TOLMACH: This planning would probably aid in this sort of allocation.

STEVENS: Without a doubt.

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APPENDIX A

MARCH 1984 BOARD OF GOVERNORS' AGENDA ITEM
ON PLANNING AND FUTURE STUDY

Board of Governors of the
California Community Colleges
March 8-9, 1984

Item 4

Title: Planning and Future-Study

Staff Presentation: Chuck McIntyre
Director of Analytical Studies

Summary

This item provides background information for presentations and Board discussion on planning and future-study. Along with a description of events leading to this work, the item contains a rationale on the need for planning and future study and a discussion of the ways these efforts may be carried out.

Presentations at the March meeting are scheduled to cover expected national and international trends and the changing needs for education; demographic, social, and economic trends expected in California during the coming decade; and implications of these trends for strategic planning in community colleges.

Following these discussions, staff recommends that at its coming meetings, the Board: extend its discussion of trends, tracing their origins in relation to the history of community colleges; identify important implications for community college planning; assess existing and future college resources along with related capabilities for institutional response; and, finally, identify long-term policy options for California community colleges.

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PLANNING AND FUTURE-STUDY

BACKGROUND

While Americans have always speculated about the future, formal planning efforts in this country generally began with work on the national economy in the 1930's. Following World War II, the focus of planning shifted toward an emphasis on the cities, transportation, and various federal and state programs (see Keller, 1983). This period also saw the advent of strategic military planning by the Department of the Defense.

Military research during and after World War II played a key role in the emergence of a "science" of futurism (see Ferkis, 1977). Study of the future became institutionalized during the 1960's when the American Academy of Arts and Sciences established the Commission on the Year 2000 and the World Future Society was formed.

Educational Planning in California

Attempts to describe the possible range of future conditions have always been a part of effective planning. And colleges and universities have always planned; that is, they have made decisions with at least some concern for their future consequences. While this has been true also in California, the first major study of the state's long-term needs for higher education was conducted by Strayer, Deutsch, and Douglass in 1948. This initial work was followed by a "restudy" of California higher education in 1958 and by the work of a survey team which resulted in the California Master Plan for Higher Education (1960). Few changes have been made to the policies recommended in that Plan even though it was reviewed by the Coordinating Council for Higher Education (the forerunner of the Postsecondary Education Commission) in 1966 and by the Legislative Joint Committee on Higher Education in 1968.

Board of Governors' Planning

The state Board of Governors for California Community Colleges was established in 1968 and its first efforts at state-level planning for community colleges began in 1975. The following year, the Board adopted a Five-Year Plan which included a statement of Philosophy and Goals. This Plan was updated in 1977 by identifying a series of policy objectives to achieve the Board's goals. Not all of these objectives were implemented, however, partly because the document was developed in a "top-down," rather than "bottom-up" fashion. Plan objectives were identified primarily by state-level analysis, rather than by a more coordinated effort that would have involved greater local input.

The Board of Governors interrupted its work on the Five-Year Plan in 1979 and after a year-long study of financial problems, adopted a Long-Term Finance Plan for the 1980's. This Plan recommended a new finance structure where planning and accountability would focus on statewide objectives. That same year, the Board proposed establishing measureable statewide objectives and a process for reviewing district plans. These actions were intended to blend the "top-down"

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and "bottom-up" features necessary for effective planning.

Over the past two years, the Board of Governors has proceeded on this proposal in two ways. First, the Board drafted a statement of Mission and Priorities in August 1982 to serve as a basis for evaluation and planning. Second, the Board has begun to develop a planning process that will replace several existing review processes, beginning on a test basis in 1984-85.

FIPSE

These efforts have been stimulated by a project to improve community college evaluation and planning which the Board of Governors co-sponsors with the Western Accrediting Commission for Community and Junior Colleges. Partially supported by the federal Fund for Improvement of Postsecondary Education (FIPSE), this project has undertaken a series of efforts to address evaluation and planning needs of the Board, Accrediting Commission, and community college districts. For instance, a major part of the FIPSE project has used the Board's statement on Mission and Priorities to develop measures for evaluating the performance of community colleges. This work can help define the complementary roles that the Board, Accrediting Commission, and districts may play in assuring that the community colleges are effectively serving their students and the tax-paying public.

Besides addressing the need for evaluation, the FIPSE work also helps lay the groundwork for effective planning. Under the project's auspices, several symposia, a charrette, and numerous workshops on aspects of planning have been held with community college personnel from California and the Pacific Basin.

The current high degree of interest in planning is evidenced by the number of California community college districts that have formalized one or more aspects of the process. Among the more sophisticated of these efforts are work by De Anza, San Francisco, Cabrillo, Los Angeles, Long Beach, Yosemite, Riverside, and Coast. Many of these efforts have been highlighted in FIPSE workshops.

Current Board Planning Efforts

While districts have been upgrading their planning and policymaking, the Board also has continued efforts to improve its planning and to develop a more explicit statement of statewide expectations for community colleges. During 1983, the draft statement on Mission and Priorities was reviewed and extensively revised by a Blue Ribbon Task Force, which represented the state Board and local districts. A revised statement on "Statewide Mission," based upon the Task Force's recommendation, was adopted by the Board at its December 1983 meeting.

While discussing this revised statement, Board members questioned its use and expressed the need for a greater sense of priority and more "vision;" that is, the need for a statement that would be more future-oriented and less a description of existing community college functions. In explaining the statement's use and its relationship to FIPSE and to planning, Chancellor Hayward outlined a series of steps the Board could take to accomplish its

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interests.

The Board took the first of these steps in January when it adopted a set of priorities for 1984. Foremost among these priorities is an emphasis on the vocational and transfer functions of the community college mission. In addition, the Board is calling for a review of the California Master Plan for Higher Education and the mission of the community colleges. Other priorities for 1984 include: improving student performance, college funding, and the operation of the Chancellor's Office; and an examination of community college governance.

Next Steps

This item provides background to assist the Board in taking a next step, to discuss the potential community college role in the future of California, the nation, and the world. To begin this next step, the Board is to hear experts on future trends and planning talk about expected national and international trends, noting anticipated shifts in society's need for education; future trends that are more specific to California; and a beginning look at some of the questions and implications for community colleges that can be inferred from expected future conditions.

This is just the beginning. Staff recommends that at its coming meetings, the Board: extend its discussion of future trends, tracing their origins in relation to the history of community colleges; draw planning inferences; assess existing and future college resources along with the capability for institutional response; and, finally, identify long-term policy options for the California community colleges. Details of this recommended agenda are presented later in this item. (Chancellor's Office staff are being assisted in this work by a planning group, listed in Appendix A.)

In the following discussion, this item also presents a brief rationale on the need for planning and the ways in which planning may be carried out.

WHY PLAN?

Why should the Board of Governors plan? A simple, but incomplete, answer to this question is that it is legally required. Underlying the statutory requirement, however, is the idea that policy decisions about community colleges, if they are to be valid, must anticipate future conditions. There are countless stories about decisions made for California community colleges during the past decade that "would have been made differently" if only the decisionmaker "had known what was going to happen."

Planning for an Uncertain Future

Dealing with an uncertain future is, at best, an inexact science. To illustrate, forecasters typically underestimate the rate of change in technology while overestimating the rate of change in social structures. No one anticipated the worldwide economic shock that resulted from OPEC oil price

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changes during the early 1970's. Eckstein (1980) predicted core inflation of nearly 9% annually during the first half of the 1980's. That inflation is currently less than half this figure can be attributed in part to what Eckstein himself called "possible remedies." However, even he felt these remedies wouldn't reduce the inflation rate below 7%. In 1980, the California State Department of Finance projected community college enrollment for Fall 1984 to be 1,390,000. The actual enrollment turned out to be 140,000 or 10% below that projection. While this difference was due largely to unanticipated changes in funding policies, actual enrollment likely would have exceeded the estimate of 1,390,000 even in the absence of such policies due to the impact of Asian immigrants and of unemployment.

While it's not possible (for ordinary individuals) to see into the future, it is possible identify some possible futures and estimate the likelyhood or probability that they may actually take place. Analysis of alternative policies or courses of action, in light of these probabilities, seems preferable to an analysis which ignores these probabilities. This is the essence of planning, as defined by Drucker (1954):

> ...the continuous process of making present entrepreneurial (risk-taking) decisions systematically and with the best possible knowledge of their futurity ...

One of the most frequently-quoted arguments for addressing the future is that by Toffler (1972):

> If we do not learn from history, we shall be compelled to relive it. True. But if we do not change the future, we shall be compelled to endure it. And that could be worse.

Planning for Postsecondary Education

Most contemporary observers of postsecondary education agree on the need to study the future and develop plans by which possible future conditions may be addressed and, if necessary, even changed. This suggests a community college that not only responds to important trends, but also helps shape those trends.

Consistent with this idea of proactive planning, Bowen (1982) feels that colleges and universities ought to be guided by a "...larger vision of where higher education could and should be headed...", rather than being guided by "expediency." Had this larger vision already been employed, he reasons, most of the questions about higher education in this decade would now be resolved.

Bowen feels that educators must deal with what they want for our children and grandchildren and the society in which they will live. His is a vision of a desirable future society, whose members have been nutured by higher education. Today's critical questions have to do with the way in which higher education may be "guided and shaped" in order to help create such a future, rather than being left to simply maintain the status quo or pragmatically adapt to the market.

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An earlier comment on community college planning by Knoell and McIntyre (1974) stressed the need for planning that is future-oriented. Noting that the results of community college education extend over the lifetime of educated individuals, these authors observe that:

> The content of programs and curriculum must be designed around future rather than past life styles. Otherwise the colleges will have to undertake adult retraining programs to a degree far beyond that resulting from normal technological (and cultural) change.

Current literature on effective institutional management also has, as one of its rationale, the improvement of planning and policy-making. This thrust has spread over both private and public sectors, including postsecondary education. Cyert, in his foreword to Keller's book Academic Strategy (1983), notes that:

> ...we face a new situation in higher education. It holds some novel threats and presents some fresh opportunities. Given the uncertainty of the future, college and university officers cannot allow their organizations to drift.

Keller argues for a new management style in higher education where the traditional alternatives of "muddling through" and military-like management science converge to be replaced by strategic planning. Among its many features, strategic planning looks outward toward the changing environment; an environment where, according to Keller, "...major forces and shifts threaten to transform the structure of higher learning in America." These shifts include: a changing student clientele for whom institutions will increasingly compete, threat of a continued decline in the liberal arts, transformation of information technologies, aging faculty, and possibly greater outside controls on collegiate institutions.

Board of Governors' Legal Requirements

Returning to the question of legal requirements, California's Education Code charges the Board of Governors with responsibility for the approval of community college district academic and facility plans. In addition, it is legislative intent that the Board "...coordinate and encourage interdistrict, regional, and statewide development of public community college programs and facilities."

Transcending these specific requirements, however, is the major Board responsibility for "...leadership and direction in the continuing development of Community Colleges....maintaining and continuing, to the maximum degree permissible, local autonomy and control in the administration of Community Colleges." This important general responsibility, it seems, can be be carried out best by effective planning; the same kind of planning that also can support the Board's more specific review and coordination responsibilities.

Importance of Board Planning

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Effective planning by the Board is more important than ever. The Board's own call for a study of the 1960 Master Plan and the mission of community colleges (noted above) necessitates a thorough examination of future conditions along with analysis of the potential response or role of community colleges in light of those conditions, the plans of other suppliers of (similar kinds of) postsecondary education, and other public policies. This work, essentially planning, needs substantial input from community colleges with the Board logically serving as the focal agency.

This examination of future conditions and the community college role comes at a time when most significant writing on community colleges emphasizes the need to reexamine the mission. Some writers foresee major changes in the mission while others foresee a shift in emphasis (see Vaughn and Associates, 1983). Virtually all agree on the need for a more explicit definition of mission that is understood by the general public and its elected representatives. Richardson and Leslie (1980) note also that the community college mission has evolved far beyond the capability of college resources and recommend reforms to existing outmoded finance mechanisms. Others who call for major reforms in the financing of community colleges, like Breneman and Nelson (1981), also comment on mission. Apparently, it's not possible to study mission without also studying finance.

A recent article in the Chronicle for Higher Education (February 22, 1984) notes that governors in many states are giving high priority to education in their budget proposals, typically to restore funds cut during the recession and to spur research and job-training, thereby aiding economic development. In a reversal of recent policy, many governors are recommending higher taxes to support this funding.

The 1984-85 Governor's Budget for California also proposes substantial increases for the University and State University, but not for the community colleges. A recent Board of Governors' discussion on the impact of budget cuts (January 1984) observed that community college buying power is currently 30% below the level that existed prior to Proposition 13 and that district budget reserves are dangerously low. The need for improved funding is clear. The character of recent policy debate, however, suggests that funding improvements may not be forthcoming unless the community colleges have an explicit idea or "plan" about the expected use and results from such funding. A plan of this kind would need to assess the impact of possible future conditions and policies.

HOW TO PLAN

Thus far, the discussion suggests that planning in the community college or any other institution involves choosing courses of action with an idea of their future consequences. The discussion also suggests that in its planning, the Board needs to integrate considerations of mission, function, governance, and finance. Finally, the Board needs to coordinate its efforts closely with local community college districts and with key state agencies and the Legislature.

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Basic Steps

While the literature contains numerous approaches to college planning, virtually all of them involve three basic steps:

(1) defining the college(s) purpose: mission, goals, and/or functions;
(2) looking externally and internally to see what the college(s) ought and can do; and
(3) identifying courses of action designed to fulfill the college(s) purpose, given the information developed in (2).

The Board seems to have accomplished the first of these basic steps by adopting the Statement on Statewide Mission and setting forth near-term priorities for 1984. This work will continue, however, as the Legislature, CPEC, and other groups continue to reexamine the mission of the colleges. Since the Board itself has requested such a reexamination, it needs to coordinate its work with these other agencies.

While decisions by the Legislature and the governor play a major role in determining the fate of California community colleges, other organizations and agencies are involved as well. For instance, the Postsecondary Education Commission (CPEC) recently began a major assessment of the State's needs for postsecondary education from which, according to its project prospectus, it will "...construct a framework for policies to guide postsecondary education to the year 2000." Four background papers on major trends are to be completed by June 1984, after which a policy paper will be developed. With proper coordination, work by the Board can influence, and benefit from, this CPEC project.

As the Board begins to address the second of the basic efforts outlined above, it should embrace the best of known planning techniques, several off which are outlined below.

Planning Techniques

Most students of planning feel that it should be continuous, not periodic, and that it should form the context for addressing today's decisions within a conscious overall direction. This direction should be explicit, specific, and stated in writing (though there needn't be a massive "plan" that is read by few).

Critics of the traditional approaches feel that planning, if it is to be effective, must combine rigorous analytical work with political realities. And while the effort must have the support of top management, it also must involve the participation of faculty. If plans are to be implemented, it is the "line operators" who must do the planning with the help of "staff."

Work proceeds on both a top-down as well as a bottom-up basis: plans are more than simply the sum of many departmental, unit, college or district proposals. This institutional description can, with appropriate modifications, be applied to the coordination necessary in statewide planning.

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Planning information is forward-looking and should at least identify, if not reduce, the uncertainty surrounding alternative courses of action. Factors both external as well as internal to the college(s) are studied. However, planning information and analysis can only supplement judgment, they cannot replace judgment.

Role of Future-Study

Regardless of the approach used for planning, future conditions are of major importance. While it's not essential that policymakers be expert in the systematic study of the future, they should be acquainted with its approaches and uses. As background for this topic, we include the following commentary on the future, futurists, and planners developed by Chet Case, a member of the Planning Group.

People who write and talk about the future can be a great help to people who draw up plans that, in effect, influence the future. Planners have much to gain from both the methods and the products of the futurists. Methods of futures research, which are imaginative yet disciplined, and tentative yet assertive, can promote a frame of mind that is conducive to effective planning. Contrasting and competing versions of the future offered by the increasing number and variety of futurists can enrich and challenge planners in their work. (Appendix B, taken from work by Jennifer Franz for the FIPSE project, presents a description of various types of futurists and their methods.)

Using Futures Work

Humankind has probably always had a futurizing bent, but systematic study of the future is of recent origin. Only since World War II has futures research been serious and pervasive enough to be regarded as a field of study, albeit loosely defined, eclectic and multi-disciplinary. The literature will amaze, delight and occasionally dismay the reader with its quantity, quality and variety of materials available. Variety and volume seem to proliferate overnight. Public interest appears to be high and increasing.

A recent book on futures by Naisbitt, Megatrends (1982), hit the best seller list and stayed. The business page of the daily paper constantly reports on forecasts, predictions, developments in the offing, debates on possible consequences of present policies, and the like. National news magazines delve regularly into the future. Scholars of public policy analyze trends and draw inferences that bear directly on planners and their concerns. One example in the field of education is the Carnegie Commission work, Three Thousand Futures: The Next Twenty Years in Higher Education (1980). Other examples closer to the community colleges, are the work by De Anza College on Planning for the 80s and the discussion paper on planning issues recently completed by the Los Angeles Community College District. Orwell's cautionary novel of the future, 1984 ,has been the object of symposia, conferences, publications, and extensive media coverage. Demographers, economic forecasters, poets, novelists, social critics and philosophers, quantitative and qualitative researchers, think-tank inhabitants, institutional and agency based researchers, freelancers and

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pundits - these and others ponder the future and offer us their views of what might be.

Planners can learn from futurists; both from their writing and their methods. Planners need to "think futures", a style that requires some cultivation. The style can be acquired readily, with some intentional mental gear shifting and attitudinal adjustment. One needs to accept and work with ambiguity, contradiction and variety. Futurists, after all, disagree among themselves. They will see the world through different lenses, and can be very solemn, even fierce, about it. Clark Kerr (1983) puts it well:

> Seldom, if ever, in modern times have prospects for the future been seen so variously. They range from universal affluence to universal annihilation; from Herman Kahn, who believes that the average standard of living around the world will come to be above that now found in any nation, to Richard Falk, who believes that "despair," "desparation," "catastrophe," and "annihilation" may lie ahead, and in this order.

Which version of the future is correct? One thing futurists seem to agree on is this: no one knows the exact future, nor can they, and the future is best discussed in terms of probabilities and alternatives.

Assessing Futures Work

To get a good gauge on futurists and their work, biases and assumptions (yours and theirs) need to be smoked out. Is the futurist you are reading a technological optimist, as Herman Kahn has been labeled? Is there a tilt toward scientific solutions. Is the futurist a visionary whose future assumes a fundamental transformation in human values and outlook? Inhering in the larger scale depictions of the future are key assumptions about cause and effect, the course of human affairs, cycles, stages and sequences; what are they? While alert to the futurist's biases and assumptions, you need to be alert to your own. Are you an optimist or pessimist? Do you believe the future can be shaped, or is it foreordained? Can anything credible come from inquiries that extend so far beyond any empirical data base?

One needs to ask questions of the futurist before deciding how much credibility to grant his or her conclusions. What is the time frame for the forecast? What is the data base; is the data fresh, accurate, comprehensive, relevant? What is the method; is it systematic, consistent, honest? If trends are extrapolated, what has been the procedure? Naisbitt uses a measure of newspaper space to judge the strength and importance of trends, which he calls "content analysis." Are there limitations in this method which might affect credibility of the conclusions and inferences? Yankelovich (1981) combines a variety of social science research methods such as surveys, interviews and observations with his interpretive prowess. Is this sufficient to support his contention that a "cultural revolution" is in progress? The Los Angeles Community College District group gleaned census data. The Meadows and their group (1972) employed an intricate computerized mathematical model to explore the complex interactions of key global variables and possible future outcomes.

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What is the intent of the futurist? Is it to present a vision of a better world (in contrast to the present world) as in a utopian novel such as Ernest Callenbach's Ecotopia. Is it to induce the reader to undertake an exercise in analyzing alternatives and judging a viewpoint, as in the case of the "voluntary history" advanced in Seven Tomorrows by Paul Hawken, et. al. (1982). Another question: might there be a proprietary interest in the future depicted by the author or whomever might have commissioned the work? Is there a polemical undertone? Is an axe being ground?

Futurists write scenarios to portray their versions of the future. A scenario can be a reverse history written from the perspective of a future date which shows how that state of affairs came to be, or a present tense account of how things are at a specified time and place set in the future. Scenarios are commonly presented as alternatives, with a set of the "best", "worse" and "about the same" cases being a familiar trio. Which of the alternative scenarios will be the closest to the mark will depend on the interplay of trends and possible present day actions an trends.

The scenario, like other modes of depicting the future, challenges us to "think futures," that is, to use familiar but sometimes neglected ways of thinking and feeling. Initially, planners are hesitant and doubtful as they begin to work with futurists and their materials. But they become increasingly confident in their "thinking futures" skills as they untether their imaginations, suspend judgment, entertain simultaneous contradictions, and come to live with relativistic conclusions. Some sorely miss the absolute! They try out skills of sorting and sifting through alternatives, and crank up their capacities for contingency reasoning, or the "if...then..." type of propositional thinking. Through use and familiarity, they get comfortable with principles that relate to change, such as the principles of analogy, continuity, ramification and convergence.

Relating Planning and Futures Work

Planners need to see a big picture or, rather, to see a big, broad picture in depth, in which the interplay of key variables can be contemplated in the time frame of near-, mid- and long-range future. Planners need to cultivate the facility of using imagination to project upon their mental screens images of alternative futures. From the alternative futures, planners need to sort out from among the possible and probable futures the preferred future, then return to the present to find the plan of necessary steps to lead to that future.

Futurists and their works can help, when they are used with skill and circumspection. Futurists can identify past and present patterns of events that may have future analogues. Trends can be spotted in the present, tracked into the past and run out into the future by extrapolation. Futures researchers, visionaries, novelists, journalists - as long as they are credible - can challenge our time, place and culture-bound world views, stir our imaginations, and encourage us to anticipate the future. They remind us that change begets change, and that change ramifies outward in time and space, bringing as futures consequences that are unintended and intended, unexpected and expected. And this is really what planning is all about.

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NEXT STEPS

After discussing the future and its general implications for community colleges at the March 1984 meeting, the Board may wish to proceed by:

- o identifying trends that are particularly relevant to community colleges;
- o tracing the origin of these trends in relation to the history of community colleges;

and

- o inferring from these trends the implications that are most important for community colleges.

It is anticipated that this work would involve at least two more meetings of the Board and a substantial amount of staff time in preparation. In order to make the process manageable, the planning group (see Appendix A) would assist staff in review of futures literature and in other work so as to to identify the most useful information.

As noted above, input from community college trustees and staff is an essential part of the discussion. That input can be secured through the use of a Delphi, charrette, and other techniques involving individuals from the field. Testimony at Board meetings can also serve this purpose.

After drawing planning inferences, further work should include:

- o review of existing and future resources of community colleges and the potential college role or response to future trends

and

- o identification of policy alternatives for the long-term direction of community colleges.

A final step, involving the selection of preferred policy alternatives, would then constitute the formulation of a "plan" or a preferred "conscious overall direction" for California community colleges. With proper staff assistance, the Board should be able to accomplish this work by the end of 1984.

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APPENDIX A

PLANNING GROUP

(Revised 3/84)

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APPENDIX B

TYPES OF FUTURISTS AND THEIR METHODS

This discussion is taken from material developed by Jennifer Franz for the FIPSE publication, College Planning: Strategies for Assessing the Environment, forthcoming in April 1984.

Types of Futurists

Numerous typologies and classification systems have been developed to categorize modern futurists. One which Paul Dickson (1977) terms "starkly simple and effective" was posed by the Institute of the Future in Menlo Park. This system divides futurists into three groups, each with varying perceptions of the future:

- Analytical Futurists. An analytical study of the future is one in which "likely futures are described and analyzed. It is meant to provide a framework which can be used for action, inaction, or adaptation."

- Visionary Futurists. The work of visionary futurists "advances and/or advocates an image of the future which is counter to conventional expectations."

- Participatory Futurists. Participatory futurism, which derives from the term "anticipatory democracy" coined by Alvin Toffler, is a "process [of] basically involving great numbers of people in future planning... [It] combines future consciousness with grass roots planning" in order to develop a long-range plan which is "position[ed] outside the bureaucracy."

Another typology of futurists by Robert Theobald classifies futurists according to four "future views":

- Positive extrapolators, who project "the best" of today into tomorrow

- Negative extrapolators, who expect the worst of today's troubles and problems become our future ruination

- Synergists, who see opportunities and dangers, pluses and minuses, etc., ahead

- Jeremiahs, who, like Old Testament prophets, see little hope ahead unless we "mend our ways."

Perhaps the most interesting and thought-provoking works are those of the visionary futurists, whether their visions are positive or negative. For

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example, consider the following quote by Paul Ehrlich (1972):

> It is the top of the ninth inning. Man, always a threat at the bat, has been hitting Nature hard. It is important to remember, however, that Nature bats last.

Methods of Futurists

In 1975, Stanford Research Institute conducted a survey of forecasting techniques and concluded that there were some 175 in current use. Most, however, were "slight variations" of seven primary methods for investigating or exploring the future. These methods are as follows:

Trend Extrapolation. This method extrapolates past trends into the future using either straight-line projections or various curvilinear projections. The curvilinear projections are "basically variations on the S-curve which acknowledges limits, leveling off periods and periods of rapid growth." Projections of this sort are "easy to prepare and understand," but they do not take trend reversals or major shifts into consideration.

Trend Impact Analysis. This method considers events which might have an impact on extrapolated trends and then estimates their probability of occurrence, the time frame during which they might occur and what impact they might have on the trend. The problem with this method is that it relies heavily on judgment; it is also quite time-consuming. Its advantages are that the new trends can be "adjusted to 'reality'" and that policy decisions can be used to cause an event to occur or not occur depending on its impact on the trend.

Barometric Forecasts. In these forecasts, "...some aspect of present reality is used to reveal the future. It is futurism at its most logical and obvious." Examples would be reviews of patents to determine probable future developments or an analysis of newspapers to cull new ideas.

Delphi. This method asks groups of 20 to 100 experts on a subject to predict future occurrences and the dates at which they are likely to occur. Responses to the first "round" of questioning are fed back to participants, who adjust their predictions accordingly. The key to this technique is that respondents work in anonymity so that dominant personalities or the "bandwagon effect" do not affect the results. Disadvantages of the Delphi are that it "suppresses extreme points of view," it is frequently "not clear who is an 'expert'," and the results are "often misinterpreted as fact rather than opinion." However, it does provide an "experts' eye" perspective and has proved to yield useful and accurate predictions.

Cross-Impact Analysis. This technique "acknowledges that fact that when certain events take place they are likely to speed

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up or hinder other events." Matrices are used to illustrate the relationships among various variables and events and to show how changes in one area will affect another area. The advantage of this method is that it "forces one to look at the interrelationships between events."

Simulation. Simulations are computerized replications of systems, using mathematical formulas to describe their operation, for making simple projections or experimenting with "what if" contingencies. This latter approach is called "gaming." The advantages of simulation are its speed and the experimental capabilities it provides. A major potential disadvantage is that the simulation system is only as good as the information which was used in constructing it.

Scenario Writing. A scenario is a "simple chronological history written in the future." It is the "most readable" device of futurists and can be used to summarize the results of other forecasting techniques, to spark thinking by being relatively "fanciful" or to set forth a set of alternative futures and show what will or might happen "if." The disadvantage of this technique is that it is heavily dependent on the writer's skill for its effectiveness. It is also prone to the inclusion of personal biases.

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CHART 6

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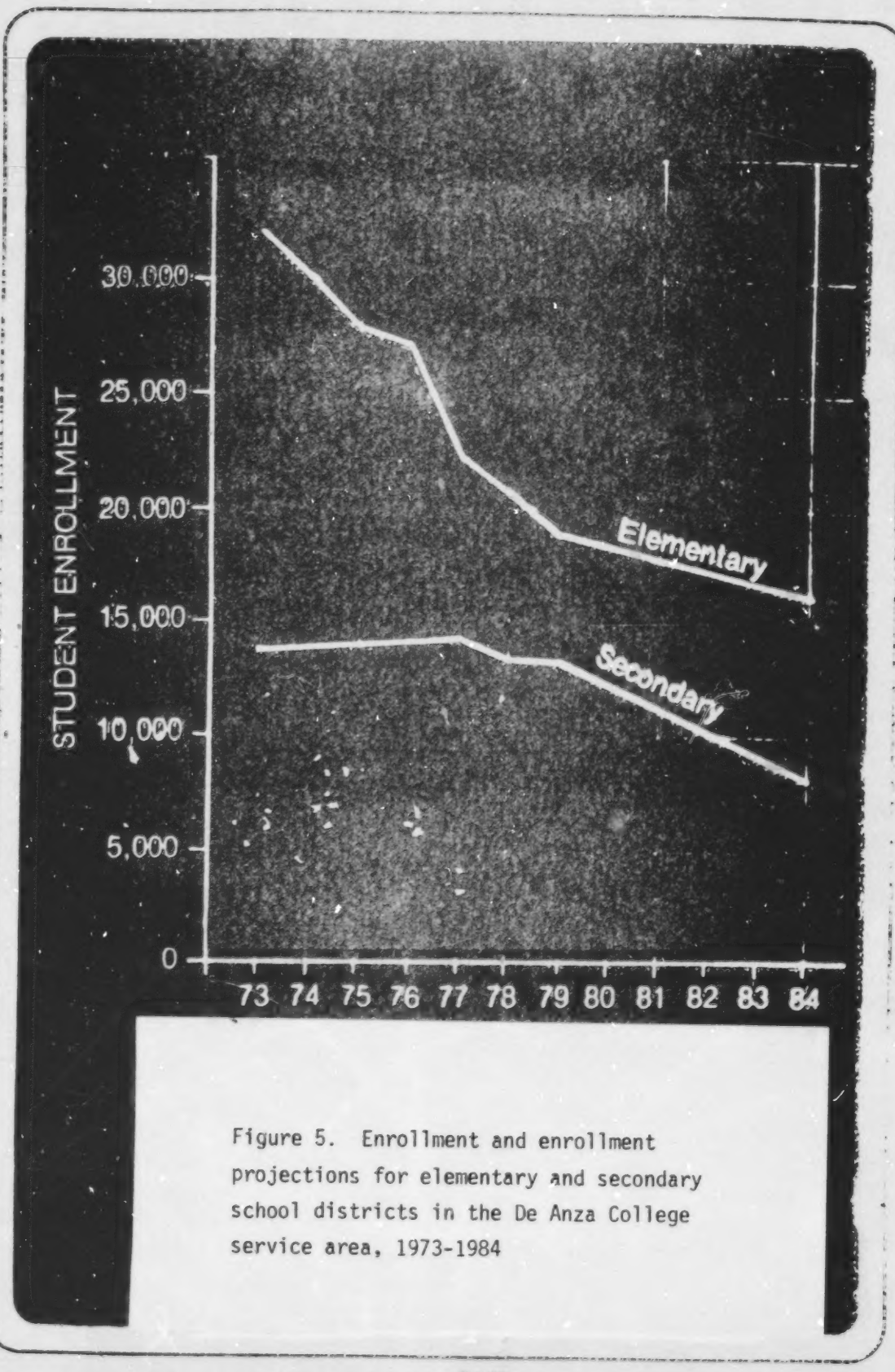

Figure 5. Enrollment and enrollment projections for elementary and secondary school districts in the De Anza College service area, 1973-1984

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APPENDIX B

BACKGROUND PAPERS ON DEMOGRAPHICS

Demographic Digest

I. Region:

A. Nationally, the decline in public school enrollments is beginning to bottom out. It starts with K-4 in 1983, grades 5-9 in '86 and 9-12th grades by 1990. However, this trend is the result of two almost opposite developments in the Frost Belt and Sun Belt. The youth decline averaged about 25% for the nation, but the decline in the Northeast averaged about 40% while in six Sun Belt states there was no decline in high school enrollments in the last decade, nor is any projected for the eighties. (This in a decade during which we closed 9000 elementary schools in the US). States like Texas have both a higher birth rate (Births per thousand females of child-bearing age) and rapid in-migration. New England states, on the other hand, have both a lower birth rate and rapid out-migration, as do Frost Belt states like Michigan and Ohio.

B. Migration from the Frost Belt to the Sun Belt will continue in the 1980's, although there may be some softening of the trend as major social and ecological problems emerge in major Sun Belt cities (water supplies, poverty, building an infrastructure). For our purposes there are "two nations" which have drastically different educational needs - a youth-orientated Sun Belt with demands for more schools and support, and a Frost Belt that will continue to decline in youth populations throughout the 1980's. (Birth rates did turn up in the Frost Belt, much about seven years later, and the trend is much weaker).

C. Higher education now starts on the decline path the public schools have trod for over a decade. The decline will bottom out for them in about 1998, when high school graduating classes start to increase nationally. But here again, colleges in the Sun Belt will suffer almost no losses in students (some like Arizona can expect gains) while most of the Frost Belt states will suffer a 40% decline in youth eligible to attend college. (In philadelphia, for example, the decline in high school graduates will be over 50%, and there are over 70 institutions of higher education in the Philadelphia area).

II. Race:

A. School populations have shifted enormously by race. 25% of all public school students are now from minority backgrounds, but the numbers are 46% in Texas, 43% in California, 32% in New York State, 33% in Arizona and Maryland, 57% in New Mexico, and over 35% in all Southeast states.

B. In all but two of the 25 largest school systems in the country, more than half of the students are minorities: in most cases the number is 7 out of ten. By the year 2000 (now just 17 years away) the state of California will have a minority of white residents. In the same year, 53 major American cities will have a "minority majority" in their populations.

C. We are now socializing the second largest group in immigrants in our history, about 13 million. Few of these people are Indo-European - most are Asiatic and island nationality. There are few in the US who understand their languages.

III. Age:

A. Although the "echo" of increased births following the Baby Boom and the decline is not as vigorious as the original Boom (40 million women then produced 4 million babies a year, now it takes 60 million women to produce 4 million babies a year), birth cohorts will probably continue to increase until the Baby Boom females move

out of the child-bearing years, which the "leading edge" of the Boom is now beginning to do - "If I don't have a baby now, I never will." This means that we can count on increased demands for day care in the years to come, particularly as the percentage of women with school age children who also work outside the home moves to about 70%.

B. Starting in 1990, there will be an increased cohort of both the very young and the very old. Both groups have high dependency needs, and they will have to battle over increasingly scarce resources. The number of over 65's increases dramatically after the year 2000:

2000 - 32 million over 65
2020 - 45 million " "
2030 - 55 million " "

These will be the healthiest, most politically active group of older persons the country has ever seen. The very meaning of being old in America will change. Even today, only 5% of the elderly are in nursing homes, and 75% of the elderly own their own home mostly free and clear. Their largest medical problem is not cancer (a very glamorous disease, especially for surgeons) but arthritus, which causes major suffering for 32 million sufferers at present. Medical researchers have been as bored with arthritus as they have been with the common cold, but that will change as the political clout of the older Americans begins to increase.

The very young, on the other hand, will not have the same kind of political clout, and because people are living so much longer, the size of the older cohort builds up much faster than the cohort of youth. (They aren't being born any earlier, but they're living longer.)

APPENDIX C

CHARTS FOR DISCUSSION ON STRATEGIC PLANNING

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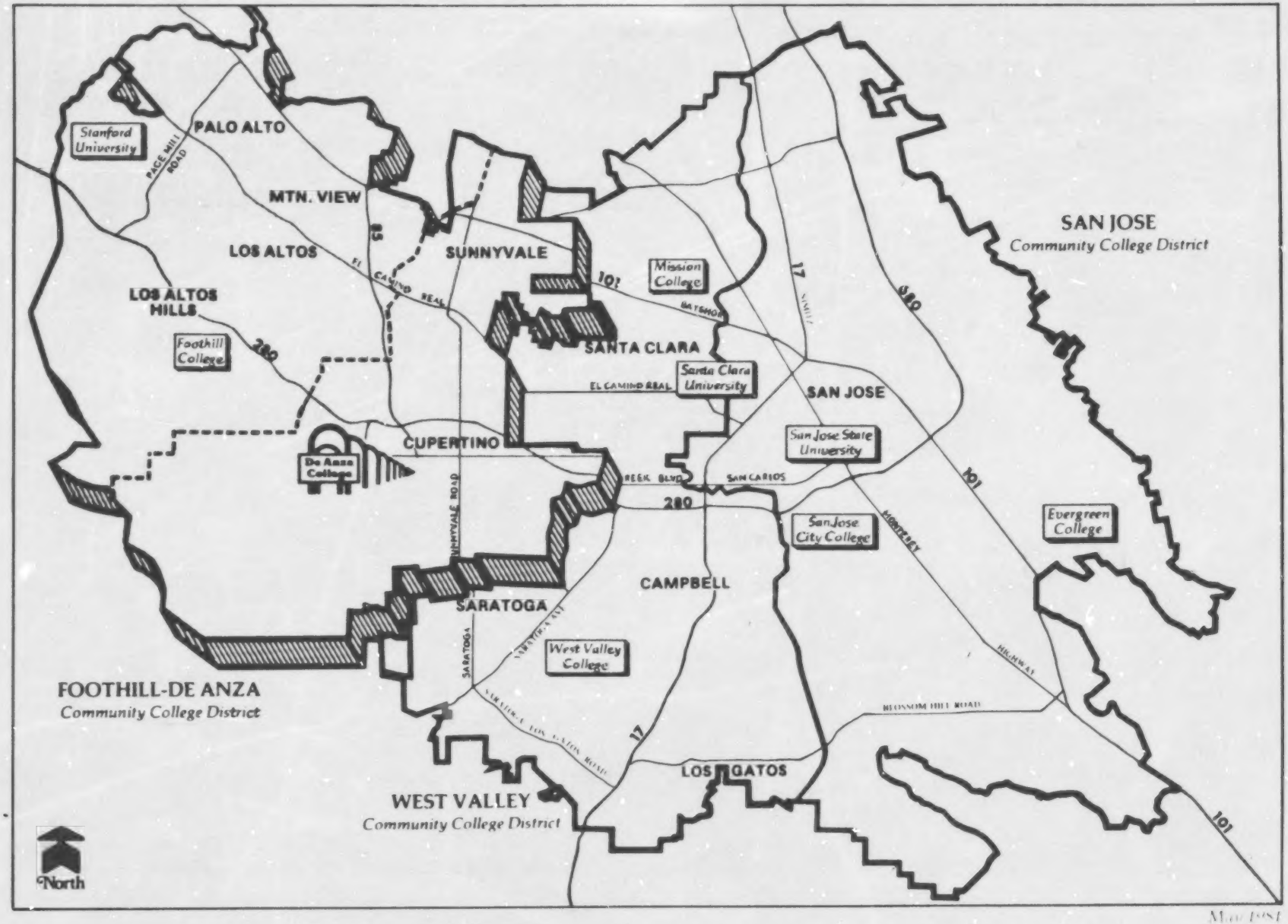

The Community College Districts of the Metropolitan San Jose Area

CHART 1

"The pertinent question is not how to do things right but how to find the right things to do, and to concentrate resources and efforts on them."

-- Peter Drucker

CHART 2

CHART 3

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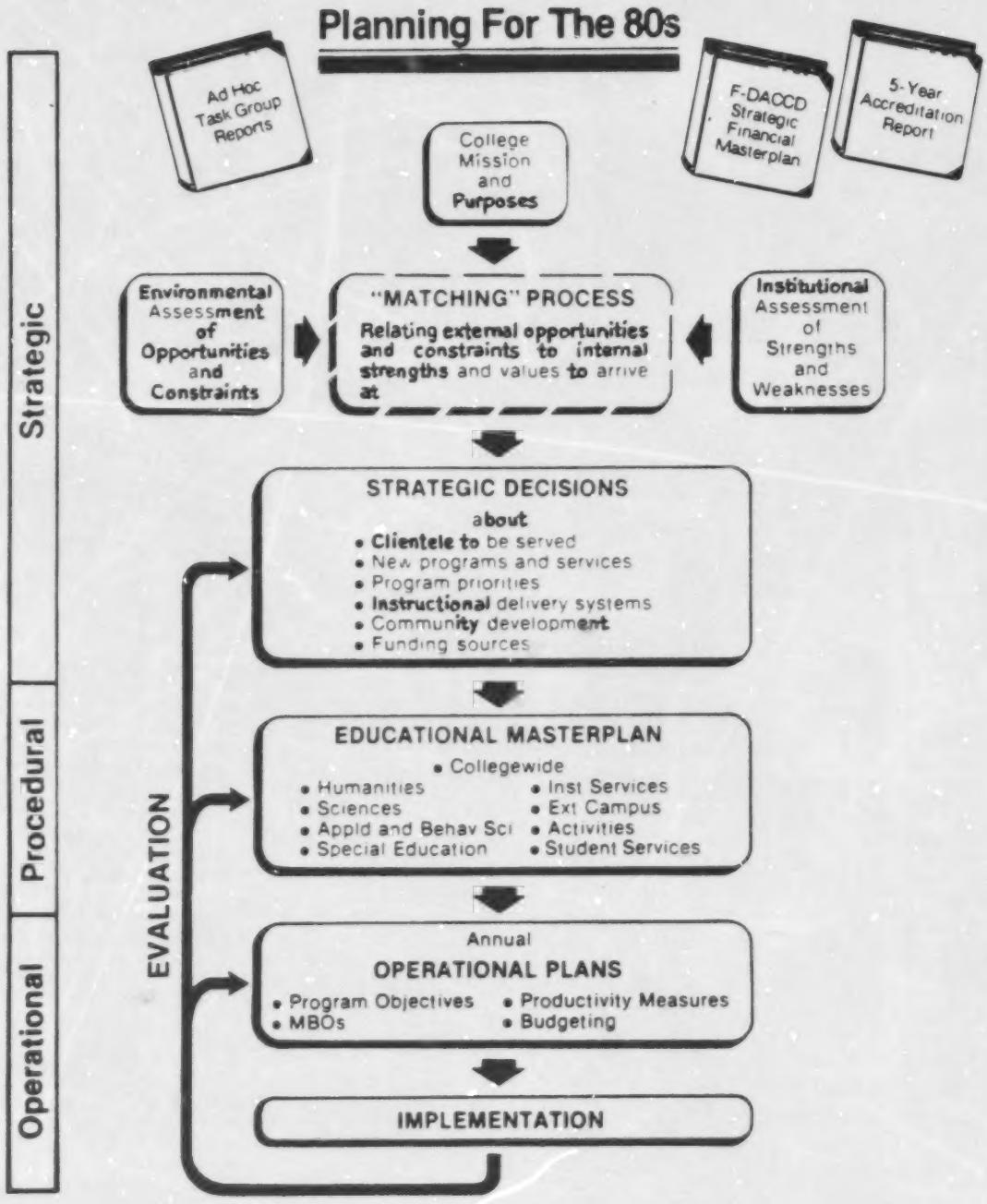

Figure 1. The components of institutional planning at DeAnza College.

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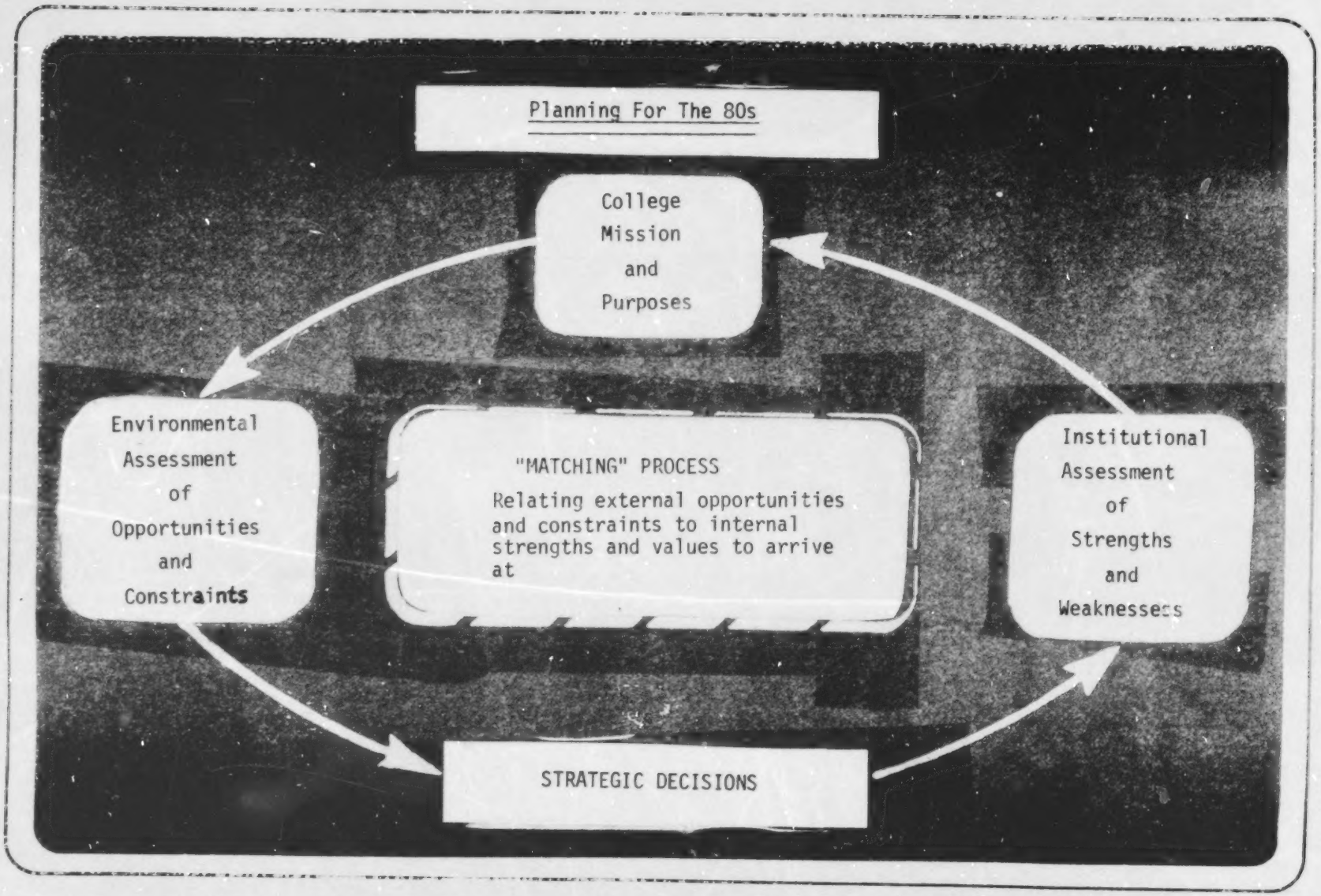
Planning For The 80s
College Mission and Purposes
Environmental Assessment of Opportunities and Constraints
"MATCHING" PROCESS
Relating external opportunities and constraints to internal strengths and values to arrive at
Institutional Assessment of Strengths and Weaknesses
STRATEGIC DECISIONS

CHART 4

CHART 5

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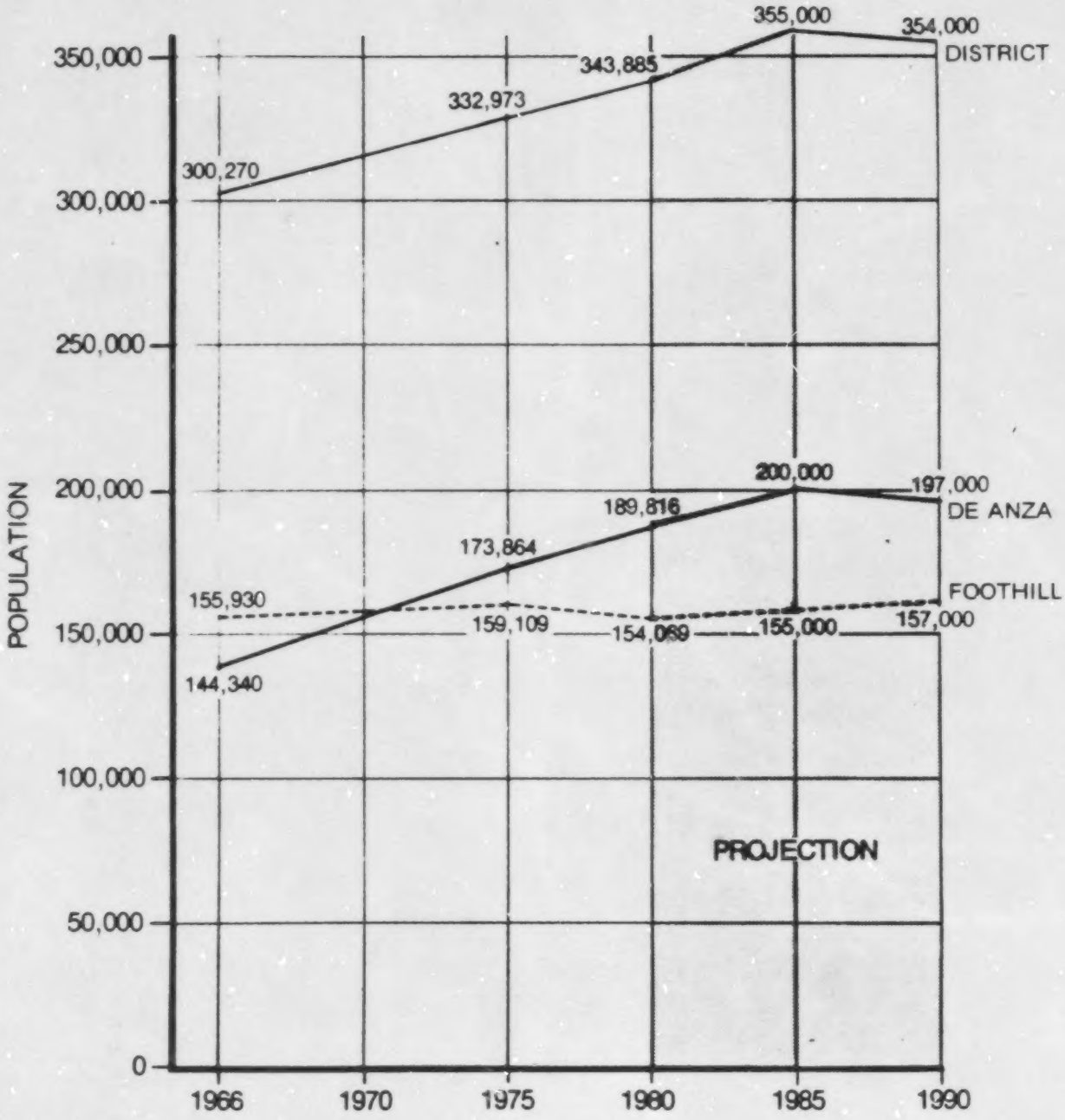

Figure 2. Foothill and De Anza service area populations including the 1980 census data. Projections for the 80s based on estimates by the Santa Clara County Planning Department and local city planning departments.

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CHART 7

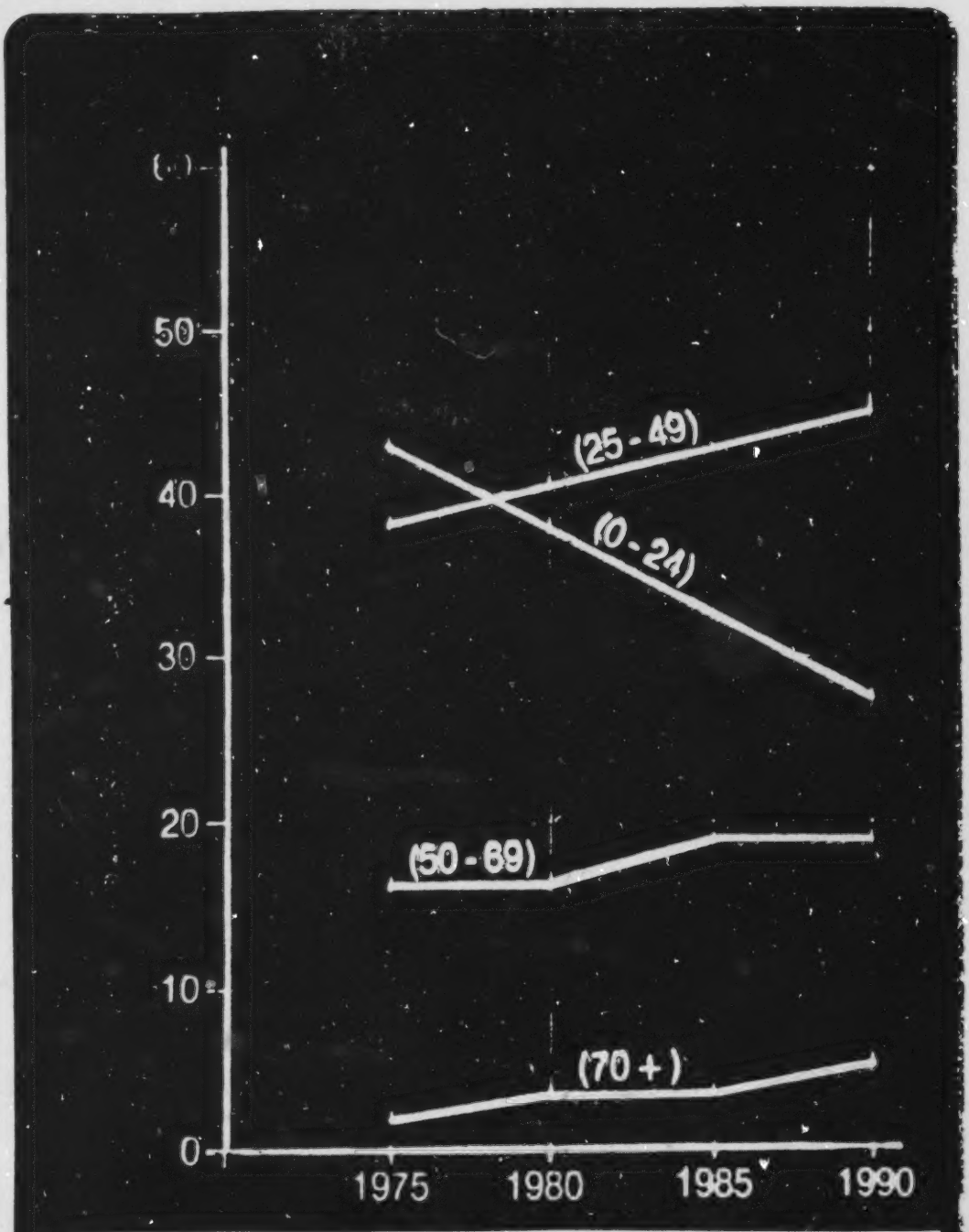

Figure 4. The percentage change in age cohorts for the De Anza College service area as estimated from census tract data.

CHART 8

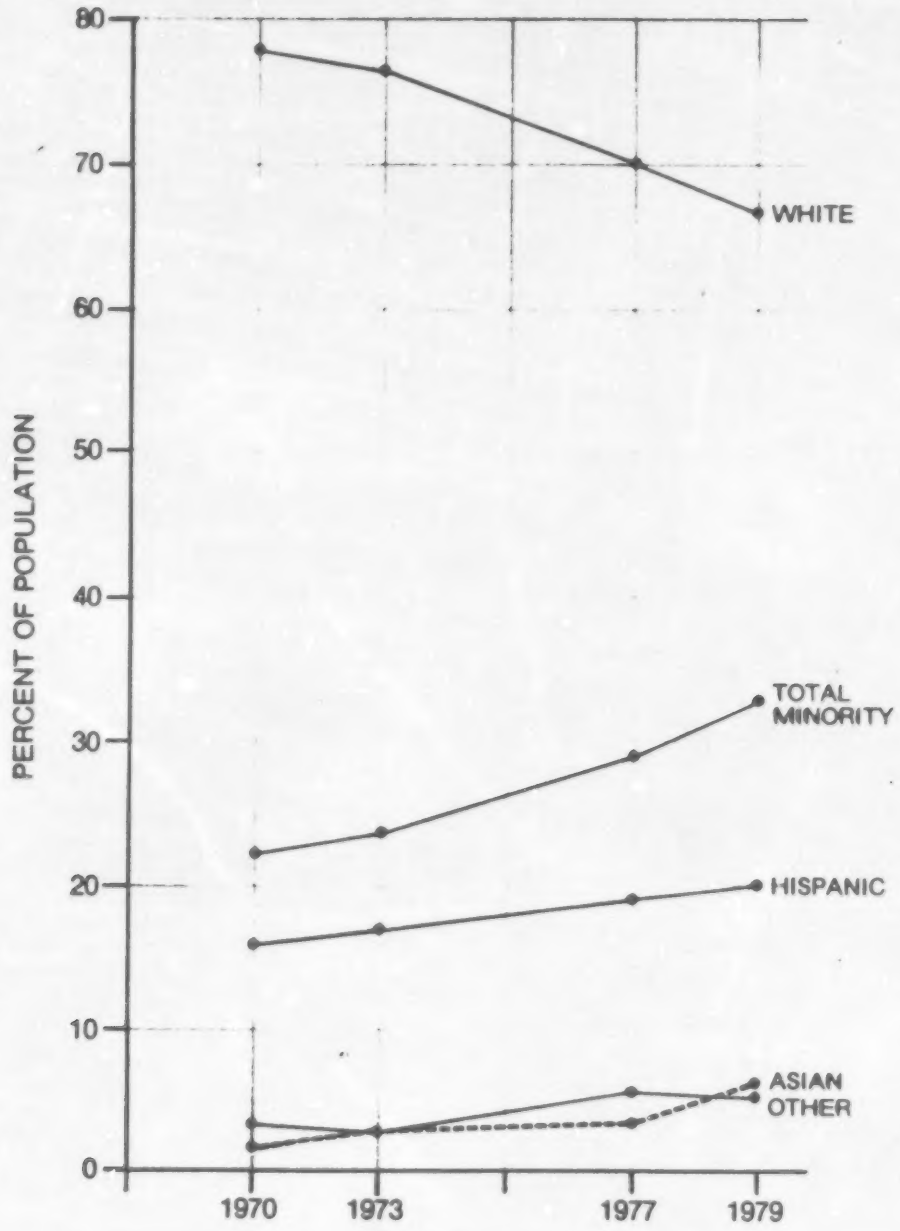

Figure 8. Ethnic and Racial Data for Enrollment in the Schools (K-12) of Santa Clara County for Years 1970, 1973, 1977 and 1979.

CHART 9

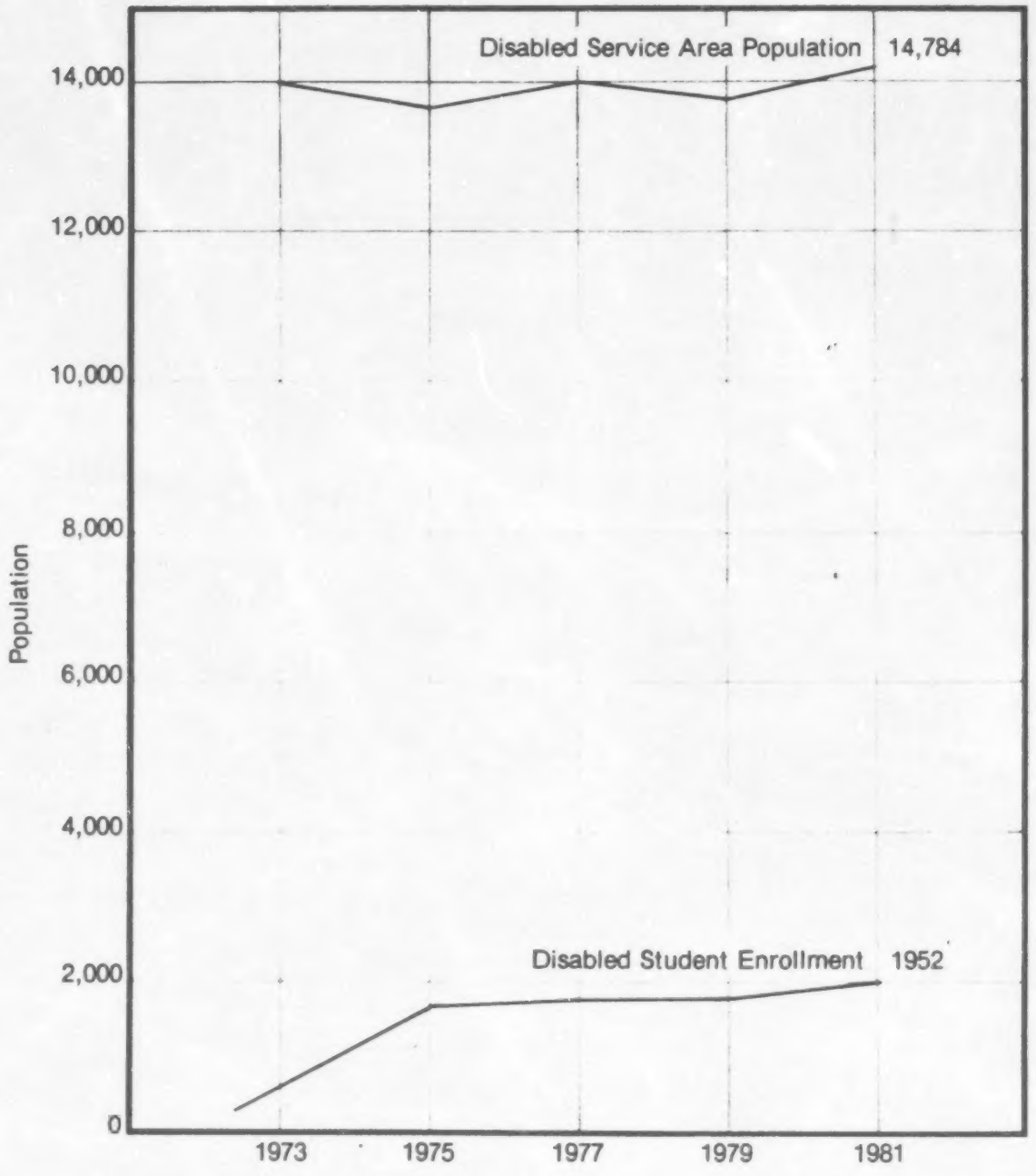

Figure 9. The number of handicapped people in the 16-64 age cohort and the number of handicapped students enrolled at DeAnza College.

SUMMARY OF

ENVIRONMENTAL ASSESSMENT CONCLUSIONS

SUMMARY OF DEMOGRAPHIC INFERENCES

1. The population of the De Anza service area will level off in the mid-eighties and enrollment increases due to traditional population growth will no longer happen. The maintenance of current enrollment, and certainly future growth, will depend on changes in programs through sensitivity to changes in the population structure and changes in labor force needs.
2. The 0-24 age cohort will decrease markedly, the 25-49 cohort will increase sharply, and the other cohorts will increase slightly. Programs and services originally designed for the first cohort must be altered to better serve the other cohorts.
3. As the 25-49 cohort becomes the largest in the population, so will their educational needs increase, especially for job retraining, and special attention must be given to these emerging needs.
4. As the 50-69 and 70+ cohorts increase, an increased understanding of adult development and the educational needs of these ages must be gained if they are to be served adequately by all the programs and services of the college.
5. The De Anza minority population has stabilized at about 20 percent but the County is at 35 percent and continues to rise. Programs and services must remain sensitive to any special needs of minorities.
6. De Anza's special education program is currently the largest in the state, but if it is to remain at its current level, ways of becoming less dependent on state "excess cost" funding must be found.
7. An on-going, systematic planning effort needs to be built into the organizational structure of the college.

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Internal Resource Categories

- Human
- Financial
- Physical
- Program
- Image
- Internal Environment

EXHIBIT 1

Institutional Assessment

DeAnza College (Fall Quarter only)

Academic Program	■Income □Expense 100k 200k 300k 400k	Fall Quarter 1980-81	WSCH	Capital Intensive 1-5	Personnel Intensive 1-5	Comparison with State WSCH/FTE ratio	Course offerings sufficient to meet demand (yes/no)	Growth Trend Line (up/ stable/ down)	Priority I=increase M=maintain R=reduce S=suspend P=probation
Biological/Health Sciences									
Biology		$215,363 155,702	6,289	3	3	+ 9.1%	Yes	stable	M
Home Economics		53,969 51,952	1,576	2	1	- .2%	Yes	stable	M
Health		95,371 39,040	2,785	1	1	+42.1%	No	up	I
Medical Assisting		34,107 42,876	996	3	4	- 3.9%	Yes	down	P
Nursing		129,444 155,096	3,793	2	4	+39.2%	No	up	M(I)
Nursing Assistants		39,998 42,732	1,168	1	3	N/A	Yes	stable	M
Allied Health		39,450 34,895	1,152	1	3	N/A	No	up	I
Physical Therapy		31,025 31,856	906	2	4	+15.0%	Yes	down	P
Business/Data Processing									
Accounting		218,822 151,204	6,416	1	1	+ 2.9%	Yes	stable	M
Business		263,408 121,365	7,692	1	1	+41.4%	No	up	I
Bus. Secretarial Science		129,410 82,913	3,779	3	2	+27.5%	Yes	stable	M

CHART 12

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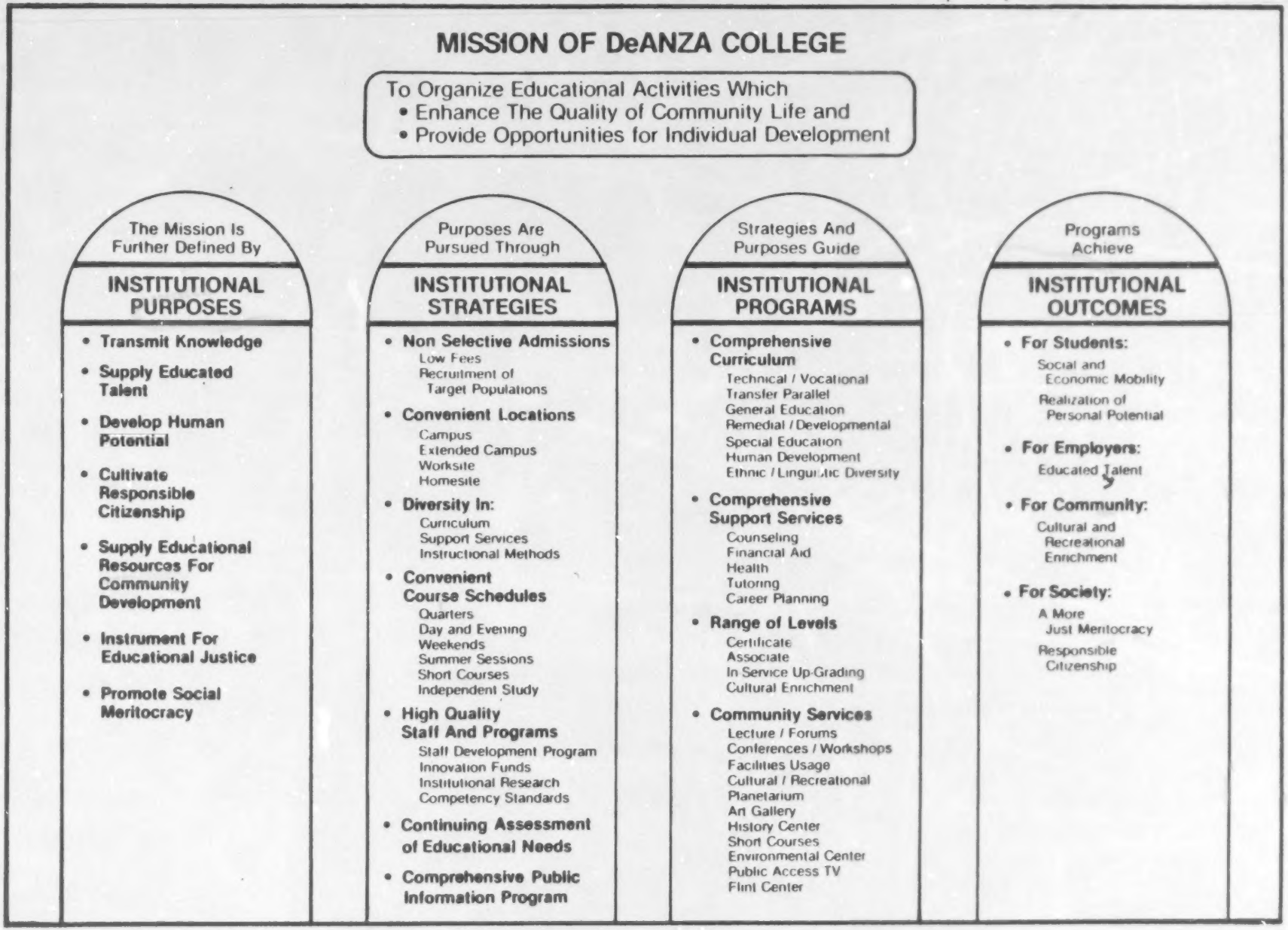

CHART 13

Figure 24. The relationship of Mission, Purposes, Strategies, Programs, and Outcomes at DeAnza College.

Figure 2

Institutional Strategies for the 80s

The following strategies are broad in focus and deal with substantive issues of purpose and direction. They are *not* working tools. To become so they must be translated by people—people in our segments, divisions, and programs—into action plans and finally into operating programs and services compatible with the other efforts of the college. Administrative responsibility for beginning this translation for each of the 14 strategies identified is shown in Figure 25. Further workplans for implementing the strategies are discussed in detail in **Part II: Educational Masterplan**.

Some of these strategies will set new directions for the college; however most of them represent a shift in emphasis that existing programs, and those of us staffing those programs, must undergo. None of the changes that may be necessary should be construed as a withdrawal of support from those traditional programs that have met the test of time. Nevertheless almost all programs and staff will need to change in some ways, as indicated by these institutional strategies, to keep current and viable in meeting the demands of the 80s.

DYNAMIC DEMOGRAPHY. With the college's service area population stablized but the structure of that population radically shifting from the traditional college-age cohort to older cohorts, the following strategies will be pursued:

1. Lifelong educational endeavors for career and personal development will be given the same attention by college programs and services as has been true in the past for education designed for traditional age postsecondary students.
2. Special attention will be given to adapting curriculum, instructional delivery systems, and student services to the largest emerging age cohort, the 25-49-year-old one.

HIGH TECHNOLOGY BASED ECONOMY. A community college located in the very heart of Silicon Valley with its highly specialized and expanding high technology workforce faces heavy demands for both in-service and pre-service training, and therefore the following strategies will be pursued:

3. The college will enter into a much more collaborative relationship with local business, industry, and governmental agencies, including cooperative funding, in providing in-service education.
4. Careful assessment of ongoing educational needs of the area's workforce will be made and appropriate curriculum and instructional delivery systems developed to serve better this large segment of our local population.
5. Worksite instruction, classes offered at hours convenient to commuting workers, and classes designed to be in time frames compatible with jobs will be further developed.

THE KNOWLEDGE EXPLOSION. All aspects of the college's operation are affected by the changes brought on by the rapid expansion of knowledge—now said to double every five years—and the concomitant advances in technology which not only require curriculum and staff renewal but offer tremendous opportunities for new instructional delivery systems. Therefore the college will pursue the following strategies:

6. Funds for curriculum updating, staff development, and equipment improvement will be sought from internal and external sources to keep all the college's programs and personnel as close to "state-of-the-art" as possible under the current circumstances.
7. Telecommunications will be developed as a major instructional delivery system.
8. Micro, mini, and maxi computer capabilities will be increased to keep pace with the high local demand and the high local standards.

(From *Planning for the 80s, Part 1: Strategic Planning*, pp. 66-67)

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STRENGTHENING THE INSTITUTION. New accreditation standards, the need for careful environmental assessment during a period of rapid change, the need for careful program review to assure the best use of scarce funds, and the need for on-going planning require more information, data, and sophisticated analysis than is currently available to the college staff, and therefore the following strategies will be pursued:

9. A comprehensive, action-oriented institutional research and planning effort will be established to aid staff in developing strategies and program priorities to keep the college strong and viable.

10. The quality of programs—as measured by such factors as successful completions, low attrition, student/staff/employer satisfaction, and transfer success—will be more carefully assessed so that appropriate maintenance and enhancement funding are better addressed.

RELATIONS WITH OTHER EDUCATIONAL INSTITUTIONS. Because of the severe limitation on funds, a drop in traditional college-age students, and the new telecommunications technology which provides a better means than ever before for sharing programs and services, the following strategies will be pursued:

11. Cooperative endeavors with local high schools and local community colleges will be stepped up to give a fair trial to voluntary coordination in solving the problem of lack of resources for some programs that is currently experienced in autonomous operations.

12. The capability for offering workshops and conferences will be developed, thus enabling the college to bring together educators of all levels to work on mutual problems.

PROTECTING LOCAL CONTROL AND LOCAL INITIATIVE. With the heavy shift of college funding to state sources, the threat of further erosion of local determination has never been greater, and therefore the following strategies will be pursued:

13. More effective relationships with the legislative and executive branches of government in Sacramento will be sought.

14. Stronger local support for community college education will be attempted through a stepped-up community relations program.

APPENDIX D

OCTOBER 1984 BOARD OF GOVERNORS' AGENDA ITEM
ON STATUS OF PLANNING AND
FUTURE-STUDY PROJECT

Board of Governors of the
California Community Colleges
October 25-26, 1984

Item 2

Title: Planning and Future-Study

Staff Presentation: Chuck McIntyre
Director of Analytical Studies

Summary

This item reports on a project, initiated by the Board of Governors, in which the Board, staff, individuals from community colleges, and key State agencies are working cooperatively to identify the major trends and planning implications that are central to the future development of California Community Colleges.

Project work will enable the Board to analyze societal trends and their implications, assess the capability of community colleges to respond to changing needs, and identify and evaluate the planning and policy implications.

Work on this project began last spring with discussions by the Board at its March and April meetings. Since then, a group of planners has been working on papers which will form the background for two symposia to be held this fall. From this current work, the planning group will prepare information on important trends, their implications for community colleges, and possible future policies and directions for Board review and consideration.

This project is closely related to the work on the Board's Basic Agenda, comprehensive planning, and to the FIPSE efforts to improve college evaluation and planning. Results of the Planning and Future-Study project also will help the Board contribute to the Legislature's review of the Master Plan, work of the Governance Commission, and to other important activities.

PLANNING AND FUTURE-STUDY

INTRODUCTION

California Community Colleges are public postsecondary institutions that offer a variety of less-than-baccaleaurate educational experiences for those California adults who may benefit from such experiences. Because of this "open door" admissions policy, the community college student profile looks very much like the demographic profile of California adults. The State's demography has changed and will continue to change.

It is estimated that Hispanics will account for half and Asians for one-fifth of California's population growth during the next decade. Consequently, the needs and aspirations of community college students will change dramatically.

Among their many programs, California Community Colleges provide education and training for a large number of paraprofessional and technical occupations. While less certain than demographic trends, it is probable that the structure of the labor market and the kind of occupational education that community colleges need to provide will continue its significant change.

Some experts are predicting that the future work force will have many low-level clerical and semi-skilled jobs; few executive, professional, and high-tech jobs; and little in between. Many blue-collar workers, under such predictions, would be replaced by automation.

The often-quoted statement by Peter Drucker that it isn't enough "...to do things right," we must also "...do the right things..." is especially pertinent in view of these dramatic shifts. And since education typically precedes the use of that education, it is essential that community colleges look some distance into the future when attempting to determine what are the "right things to do."

PROJECT OBJECTIVES

The Planning and Future-Study project is designed to help the Board of Governors of the California Community Colleges take a look at present and future trends so as to identify and to work on the "right things to do."

Specifically, this effort is aimed at:

- describing present and future trends that are most important to the development of California Community Colleges;
- inferring the implication of these trends for community colleges;
- identifying those alternative actions that can be taken to shape the community college and contribute to improving society's future condition; and
- choosing those actions that ought to be taken so as to maximize the community colleges' contribution toward a better future.

A Board of Governors' statement on these matters could address a manageable set of these factors, setting forth a sense of priority about what matters are most important.

Among its many uses, such a statement would:

- o guide the development of short-term actions, currently expressed in the Board's Basic Agenda;
- o inform local community college districts of the Board's interpretation of the statewide public interest in community colleges;
- o support proposed program and budget changes offered for legislative and executive branch approval; and
- o serve as one basis for Board and Chancellor's Office input to specific efforts such as the Master Plan Study by the Legislature, the joint (Board/local trustees) Governance Commission, and other important activities.

To be most useful, Board statements need continual review. Unexpected changes, sometimes referred to by futurists as "wild cards" or "shocks," occur. The political and, therefore, public policy environment changes continually; often in unpredictable ways. New agendas emerge (publicly) with dramatic suddenness. Consequently, Board statements about the preferred direction for California Community Colleges need to be visionary and dynamic.

BACKGROUND ON PLANNING

While created in 1968, it wasn't until 1975 that the State Board of Governors started taking a broad look at trends and their implications for the colleges. From work that year, the Board adopted a "Five-Year Plan" which consisted of a Statement of Philosophy and Goals and suggestions for a comprehensive planning process.

This plan was updated in 1977 with a number of procedural and policy recommendations designated to resolve then-existing issues that confronted community colleges. These recommendations met with a mixed reception:

- o some were implemented;
- o some became obsolete before they could be "sold" or were simply off-the-mark; and
- o some were rejected because the effort to sell or implement them was inadequate.

The job of implementing this plan was interrupted by the passage of Proposition 13 (1978). This tax-reform measure changed the complexion of state and local government, including community college finance and governance, in a substantial way.

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Responding to the major changes in community college finance caused by Proposition 13, the Board of Governors adopted, in 1979, a Long-Term Finance Plan for the 1980's. Among its many recommendations, this plan proposed a new planning and accountability process that would focus on major statewide interests without resort to extensive use of categorical funding or state-level review of district budgets. The Plan also emphasized local flexibility to be fostered by minimizing state-level constraints on the ways in which colleges plan, manage, and schedule their resources.

In a subsequent 1979 action to implement the Finance Plan, the Board proposed to (1) review and refine minimum standards (regulations) for receipt of State aid, (2) simplify Education Code restrictions on colleges, and (3) improve compliance by reducing the number and complexity of requirements, making sanctions realistic, and reducing the reporting required of districts. Considerable progress has been made toward these objectives.

The Board also proposed, in 1979, to establish (a) measurable statewide objectives and (b) a process for submitting, reviewing, and approving district comprehensive plans.

Efforts to identify statewide objectives led the Board to endorse a working Statement on Statewide Priorities in December 1982. This statement was then reviewed by a blue-ribbon committee and a modified Statement on Statewide Mission was adopted by the Board the following December (1983).

This 1983 statement differed from the 1975 Statement of Philosophy and Goals in its implicit reflection of Proposition 13's impact on the balance of State and local prerogatives, greater emphasis on academic quality, and recognition of the need for remediation. Otherwise, the mission described as appropriate for community colleges in both statements was quite similar.

Sensing a lack of priority in its 1983 statement, the Board quickly moved in January 1984 to identify its "Basic Agenda" for 1984. This agenda includes:

- securing adequate and stable funding for community colleges
- improving transfer education
- improving vocational education
- urging a review of the Master Plan
- seeking ways to improve student performance
- improving the Board and Chancellor's Office effectiveness

This Basic Agenda focuses attention on and identifies activities for a limited number of the most critical priorities. This 1984 version will be revised for 1985 and essentially becomes the short-term component of the Board's statements about major statewide interests and activities. Statements from the Planning and Future-Study project comprise the more general long-term component regarding statewide interests.

RELATED WORK

Besides the "Basic Agenda," there are several other current activities which relate closely to the Planning and Future-Study project.

A joint project by the Chancellor's Office and the Accrediting Commission to improve community college evaluation and planning, supported by the federal Fund for Improvement of Postsecondary Education (FIPSE), has developed tools and an information base and generated considerable interest, all of which support this project. A FIPSE charrette identified important external trends. A FIPSE evaluation experiment (supplemented by development of learner outcome measures) is being conducted to uncover ways of improving evaluation. This effort, to determine "where we are" with current programs and services is essential, along with identifying future trends, in determining the character of future actions.

Also of importance to Planning and Future-Study is the work in "comprehensive planning," where a new strategy for consolidating and enhancing the State's review and approval of district plans and proposals is being tested Comprehensive plans will contain information about local trends and needs which colleges should address. This "bottom-up" flow of information provides a necessary complement to the "top-down" context in which information for the Board is developed and assessed in the Planning and Future-Study project.

The Board and local trustees are engaged in a joining effort, through the Governance Commission, to review and, if needed, recommend changes in the shared (state and local) governance of California Community Colleges. The California Postsecondary Education Commission (CPEC) is engaged in a planning project to assess the needs of California postsecondary education to the year 2000. These and other important projects are being reviewed to see how they may relate to work on this project.

WORK TO DATE ON THIS PROJECT

The Planning and Future-Study project was devised by staff and reported by the Chancellor to the Board of Governors in December 1983. A group of community college planners (listed in Appendix A) was formed to guide the project and work began as Chuck McIntyre and Chet Case, drawing heavily from the FIPSE project, developed a paper on community college planning, the need for the Board of Governors to plan, and the art of future-study.

This initial paper was submitted to the Board in March 1984 as background for presentations by Harold Hodgkinson, Bob Arnold, and Bob DeHart. These individuals talked about the future of the nation and California and the way community colleges could plan strategically for that future. At a subsequent meeting, the Board heard Nancy Conrath and Tom Stevens, from the Los Angeles district, describe the problems encountered in planning for a large, multi-college district in which the people, industry, and social structure are quite diverse.

(Proceedings of these Board discussions and background papers will be distributed in October 1984.)

NEXT STEPS

A series of further activities are planned that would lead to Board of Governors adoption, in March 1985, of statements about the future of community colleges. These activities include:

- Planning Symposium I — October 23-24, 1984

  At this gathering, two dozen experts on community college planning and future study will examine a set of preliminary papers on trends of importance to community colleges:

demography	students
economics	facilities and equipment
technology (and jobs)	finance
lifestyles	instructional programs
education	student services
public policy	

  The group will assess:

  (a) the validity and likelihood of trends
  (b) logical implications for these trends for community colleges
  (c) the relative importance of these implications.

- Board Discussion — October 25-26, 1984

  Board discussion (occurring primarily in the Education Policy Committee) of important trends and their implications will continue at the October meeting.

- Planning Group Meeting — November 1984

  From Symposium I and Board Discussion, the Planning Group will help draft a concise statement of trends and implications, with supporting argument for adoption by the Board of Governors.

- Board Review of Statement on Trends and Implications — December 6-7, 1984

  The Board is (through the Education Policy Committee) scheduled to review a statement on trends and their implications for community colleges.

- Planning Symposium II — December 13-14, 1984

  At this second symposium, participants will be asked to help:

  (1) identify those implications (problems and conditions) that ought and can be addressed by future policies and directions; and

  (2) describe and assess these alternative policies and actions.

- Planning Group — January 1985

  Reviewing Symposium II results, the group will help draft a statement on alternative future policies and directions for Board of Governors review and adoption.

- Board Review and Adoption of Statement — March 1985

  The Board will review and adopt a statement on trends, their implications, and alternative future policies and directions.

- Selection of Preferred Alternatives — Spring and early Summer 1985

  Work will proceed on the analysis and identification of preferred future policies and directions.

SYNTHESIS

Since this work can become exceedingly complex there must be a way of synthesizing and reducing the information to a manageable amount. This may be accomplished by treating trends, implications, and alternatives (once they have been described and assessed) within a framework that is set by use of certain other concepts such as time periods, scenarios, key trends, and the like.

TIME PERIODS

The time periods in which we frame the discussion may be described as:

- short-term — 1984, 1985
- middle-term — 1985 to 1990
- long-term — 1990 to 2000 and beyond

Discussion of the short term would center on relatively certain variables and can be tied to the Board's Basic Agenda of immediate actions. Middle-term considerations are somewhat less certain, but (given the function of education) still require relatively quick action. Long-term considerations are highly speculative in most instances and, because of this, will suggest more general and flexible actions to be taken some years hence. In any case, alternative policies and directions need to be implemented prior to the trends and implications which they (policies/directions) are designed to change.

SCENARIOS

There are many different ways of framing alternative scenarios. Those arising from economic assumptions are often set in terms of

- optimistic
- moderate
- pessimistic

Kenneth Boulding has described future possibilities as consisting of

- o nuclear war or
- o a large set of scenarios in which there is modest change

Arnold Mitchell describes yet a different set of possible future scenarios:

- o bouncy prosperity, marked by booming good times
- o a renaissance, including some discontinuities in current trends
- o transformation, involving a massive shift in values and lifestyles
- o hard times consisting of persistent shortages, high unemployment

Whatever the set chosen, assumptions underlying each scenario must be specified and an estimate made of the likelihood that this or that scenario will occur.

KEY TRENDS

Another way of synthesizing the information is to pose a relatively small number of key trends and build the Board's statement around those trends. One possible set includes:

- o changing demographics
- o cycling or steady economy
- o changing technology and changing workforce
- o information explosion
- o increasing heterogeneity of the State's regions
- o aging infrastructure (resources) of the colleges
- o changing student capabilities, motivations
- o changing expectations about learning

Several of these trends are briefly illustrated below.

- o Changing Demographics and Student Capabilities

  Expected demographic trends suggest there will be increasing numbers of limited and non-English speaking adults enrolling in community colleges during the rest of this decade and the next. Assuming that other educational suppliers do not come forth to provide for this need, community colleges will face an increasing responsibility for providing adults with courses in developmental English and English as a Second Language.

  Besides the impact on instruction, the enrollment of many more limited and non-English speakers will also have an impact upon student personnel services. Most of these activities require more staff-intensive contact with students than does work with those who are proficient in English. The consequence is a need for an improvement in the colleges' resource base. Under some fiscal scenarios, this improvement may be feasible; under other fiscal scenarios, such improvements will not be possible.

- Cycling or Steady Economy

  Assumptions must be made about (a) the possibility of external shocks (like another oil crisis) impacting the economy, (b) the federal debt and monetary policy, (c) productivity, and (d) interest rates and prices so as to project the possible future of the State General Fund and, as a result, community college revenues.

  Thus, several fiscal scenarios are necessary for effective planning. Uncertainty about the consequences of policies like the Gann Limit (Proposition 4, 1979) and, possibly, Jarvis IV make this task difficult.

  The pessimistic scenario of a recession requires community college planners to consider reallocating college resources (altering the mission), improving efficiency by making technical improvements in the delivery of instruction and support services, and/or simply denying the public access to existing college programs.

  Even optimistic fiscal scenarios may present community colleges with difficult choices. Community colleges now rely heavily on the State General Fund for their operating support, a less-stable source than the property tax. With state income tax indexing, a given set of economic conditions will not produce the same level of General Fund revenue in the future as was the case in the 1970's. Unless community colleges can command a larger share of the General Fund, it may not be possible for the colleges to meet long-term enrollment demands. Greater reliance on private revenue sources may be necessary.

- Changing Technology and Changing Workforce

  Improvements in projecting the structure of future labor markets and necessary job skills are essential to effective planning of community college curricula.

  There is general agreement that while the percentage increase in high technology jobs will be great, the numbers will be small and most job opportunities will arise in jobs that already exist. There is less agreement, however, on how the structure of middle-skill, often termed "blue collar," jobs will change. Some experts predict that there will be a few high-paying professional jobs, many low-paying service jobs, and little in-between.

  How community colleges can best educate students for the possible changes in the labor market isn't clear. Accelerating numbers of career changes and increased specialty training on the job may warrant instruction of a less-specific and more-general nature that involves reasoning, problem-solving, knowledge integration and analytical, rather than specific job, skills. This would call for colleges to deemphasize job training in favor of occupational and general education.

o Increasing Diversity of the State's Regions

Effective statewide planning by the Board of Governors requires attention to the extreme diversity of the communities and educational needs served by community colleges across California.

Nine of ten people living on the north coast of California are non Hispanic White. In Los Angeles County, this ratio is six out of ten. Community college enrollments reflect these differences. In the Los Angeles district, non-Hispanic Whites comprise one-third of student enrollment, whereas the statewide proportion of non-Hispanic Whites enrolled in community colleges is two-thirds. In addition, the industrial and labor market structures of the Los Angeles Basin are substantially different than those of the North Coast, Central Valley, or Bay Area.

These differences are also illustrated by the case of limited and non-English speakers. In the 1980 Census, 31 percent of adults living in Los Angeles County spoke a language other than English at home. By contrast, the proportion of non-English speakers residing along the north coast of California was only about one percent of that area's total population.

Community college programs and services reflect these regional and local differences which are likely to become more, rather than less, significant with the passage of time. State-level plans and policies for all districts and colleges must recognize this diversity.

o Aging College Resources

Because of little new hiring and construction during the past decade, community college staff, facilities, and equipment are aging and, in some cases, becoming obsolete.

More than one-third of full-time faculty in community colleges are over fifty years of age. Impending retirements of full-time faculty later this decade will present community colleges with a number of challenges. On the one hand, increases in minority representation among faculty, difficult during the past half-decade, will be possible. Replacement of faculty who have taught low-demand curricula will enable colleges to offer a more relevant balance of programs. On the other hand, obtaining qualified faculty to staff certain growth fields such as engineering, business, and computer science will be difficult because community college salaries have lagged and effective competition with industry for these individuals is not possible.

The backlog of maintenance on buildings, many of which are several decades old, is increasing. Programmatic changes lead increasingly to the need for remodeling and alterations.

Rapid technological changes will continue to make it difficult, sometimes impossible, to provide instruction with state-of-the art equipment. Students may learn skills on "third generation" equipment, complete their college programs and then be forced to compete for jobs where "fourth generation" equipment is typically used. Equipment replacement and upgrading need to command a high priority in planning.

APPENDIX

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